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FIELD HEARINGS ON THE IMPACT OF FEDERAL EDUCATION BUDGET CUTS

(Part 3)

ORIGINAL

Y4.Ed8/1:Ed 8/57/pt.3

HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-SEVENTH CONGRESS

SECOND SESSION

HEARING HELD IN FLINT, MICH., ON
APRIL 24, 1982

Printed for the use of the Committee on Education and Labor

COMPLETED

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FIELD HEARINGS ON THE IMPACT OF FEDERAL EDUCATION BUDGET CUTS

(Part 3)

SATURDAY, APRIL 24, 1982

House of Representatives, Subcommittee on Elementary, Secondary, and Vocational Education, Committee on Education and Labor,

Flint, Mich.

The subcommittee met, pursuant to call, at 9 a.m., in the Michigan Room, University Center Building, University of Michigan, Flint, Mich., Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Kildee, and Petri.

Chairman **Perkins**. Good morning, ladies and gentlemen. We will get started at this time.

We are all happy to be in the city of Flint, Mich. in the congressional district of Dale Kildee. I have had the privilege of serving in the U.S. Congress for several years, since the election of 1948.

I want to state that we have had very few people in the U.S. Congress that have made the impression that Dale Kildee has made since he came up to Washington and to the Education and Labor Committee in January 1977, after his election in 1976 by you good people. He never stops trying to solve the problems of the unemployed and the automobile industry. He worked hard for the trade adjustment payments. No one has worked harder trying to do something about the importation of foreign automobiles than Dale Kildee.

We have many problems to solve in Washington. They are not going to be easy to solve. But I would suggest to you that no one is more capable in the U.S. Congress to help solve these problems than your own Congressman, Dale Kildee, and that is the reason I am here today.

We have a very progressive Republican with us today, Congressman Petri of Wisconsin. He represents a great dairy State, as well as a lot of industrial people. We went up to his district with him to hold hearings. We have held hearings in several States—California, Wisconsin, Minnesota, Illinois, Kentucky—and I am delighted to have the opportunity to come to Michigan. I came here in 1968 to a hearing in Detroit, or to a speech—I don't recall the exact details—and enjoyed my stay.

We are here this morning to try and make sure that these programs we have worked so hard for, are not cut further. We want to try to restore some of the cuts that have already been made. The nutrition programs last year were cut 37 percent. Title I for the disadvantaged youngsters was cut 10 percent between fiscal years 1980 and 1982, and the President wants another cut of 33 percent.

Vocational education last year was cut 16 percent during the past 2 years, and the President wants another cut of 32 percent. So you can see the reason. We have got to fight for our lives here to make sure that we don't let them destroy these programs in Washington.

It is a great pleasure for me to be with one of the finest Congressmen in the United States of America, Mr. Dale Kildee, to help you good people save these programs, and we are going to do everything in our power to try to hold off these cuts. We have held hearings in Washington and many other States, and we are going to fight everyday.

[Chairman Perkins' opening statement in full follows:]

OPENING STATEMENT OF HON. CARL D. PERKINS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF KENTUCKY, AND CHAIRMAN, SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

The Subcommittee on Elementary, Secondary, and Vocational Education is conducting a hearing today in Flint, Michigan on the impact of budget proposals for three programs within our jurisdiction: The Vocational Education Act, the title I program for disadvantaged children under the Elementary and Secondary Education Act, and the school lunch program.

This morning marks our seventh hearing this year away from Washington. We have visited five other States: Illinois, Wisconsin, Minnesota, Kentucky, and California. I think it is useful for the subcommittee to travel around the country to see what local people are thinking.

I am pleased to be here in the home district of one of the most active and capable members of the subcommittee, Congressman Dale Kildee. Congressman Kildee has served on our subcommittee since 1977.

Education and child nutrition programs, which bore the brunt of the budget axe last year are being targeted by administration for more cuts this year.

Vocational Education has already been cut 16 percent between fiscal years 1980 and 1982. For fiscal year 1983, the President proposes consolidating vocational education into a block grant with the adult basic education program, and cutting the funding by 32 percent.

The President is also recommending a 33 precent cut for the title I program, which has already been cut 10 percent between fiscal years 1980 and 1982.

Last year the school lunch program was cut by $1 billion, or 37 percent. Although the administration is not seeking further cuts in school lunch this year, the President is calling for substantial cuts and consolidations of other child nutrition programs.

Chairman **PERKINS**. Before we call the first witness—do you want to make a statement, Mr. Kildee?

Mr. **KILDEE**. Mr. Chairman, I want to thank you for coming from the Seventh District of Kentucky to the Seventh District of Michigan. I welcome you here.

I really feel honored to serve on Chairman Perkins' committee. It is one of the most active committees in the Congress with two areas of jurisdiction, education and labor, and it has performed well in both jurisdictions.

Today we are here to look at some of the cuts and proposed cuts that have been made and are proposed to be made in the budget to see how they will affect those whom they were assigned to serve. Last year, because of the input of the Education and Labor Committee, we were able to modify to a reasonable extent some of the proposed cuts then, but we have this new threat that we have to be armed with information for. We want to take that information back to Washington, D.C for our own use if they ask for changes in authorization, or if we propose changes in authorization, and for the use of the Appropriations Committee and the Budget Committee.

The reconciliation bill, as bad as it was last year, would have been worse had it not been for the input on both sides of the aisle from the members of the Education and Labor Committee. For that reason, I want to welcome to this meeting, Congressman Thomas Petri of Wisconsin. I am sure he would like to have an opening comment.

Mr. **Petri**. Thank you very much, Dale. I want to commend you for having this hearing and Chairman Perkins for scheduling it as well.

It is easy for us to sit in Washington and take testimony from the people in the Nation's Capital and sometimes not to realize that these programs if they are to be successful, affect real people all across the country, and it is important to get their input and their reactions and suggestions for making them better.

I understand this is the first hearing in the history of Flint, Mich. of the House of Representatives committee here. I want to commend you for scheduling it. I hope and expect it may not be the last.

Dale came to Wisconsin to the sixth district that I represent back in February, and you have given a much pleasanter and warmer welcome to us here in Flint than we gave then. It was one of those 30 degree below days with all the snow and so on. I have only been in the House of Representatives for 3 years, but all 3 years I have had the privilege of serving with Dale Kildee, and I think you know, as I have come to know, that he is a very hard working, conscientious, concerned and morally committed individual.

I have never seen him mad. I think he wants to get mad sometimes, but he always manages to realize that people have reasons for what they do and to try to be understanding and at the same time, work and fight for what he thinks is right. So I appreciate the opportunity of being here with your representative and I look forward to the testimony that is about to occur.

Chairman **Perkins**. Call your witnesses, Dale.

Mr. **Kildee**. Our first panel today consists of Mr. Joe Pollack, the superintendent of community education, Flint Community Schools, accompanied by one of my fellow teachers who taught with me at Flint Industrial High School, now the coordinator of vocational education, Charles Clark; and by Chris Cucksey, director of food services; and by Dr. Nathel Burtley, the deputy superintendent of schools.

They have with them two important people who will bring us an important part of the testimony, Mrs. Ruby Edwards, a title I parent, and Mrs. Sally Woodbeck, a Title I parent. If they would come forward.

STATEMENT OF JOSEPH F. POLLACK, SUPERINTENDENT OF COMMUNITY EDUCATION, FLINT COMMUNITY SCHOOLS

Mr. POLLACK. Chairman Perkins, Congressman Kildee, Congressman Petri, welcome to Flint. I would also like to welcome Counsel Jenkins.

I am Joseph Pollack, Superintendent of Flint Community Schools. We appreciate the fact that you have come to Michigan—and particularly to Flint—to view our problems firsthand.

You know of Flint's high rate of unemployment, its depressed economy, and the crisis in educational funding. In writing this testimony, we tried to find a new way to tell our story. We have told it so many times that we felt it might be losing its impact. But there is no new or clever way to tell it. I can only impress upon you the severity of Flint's economic plight and the impact it has on us as a school district.

Flint is the largest public school system in Congressman Kildee's district, serving 34,000 students. It is a good school district with a long list of positive accomplishments. It is a school district that Flint citizens are proud of, a school district that Flint citizens feel ownership in because they work as partners with us. Examples of citizen participation and input extend beyond federally funded educational programs to include the successful Flint Magnet Schools, the district's promotion and graduation requirements, and recently implemented middle schools.

You are aware of our financial problems. You heard about it from Flint School board member Daniel Kildee when he testified before this committee in Washington 2 months ago:

> We will lose over a half a million dollars in Title I basic and concentration grant funds next year.
>
> Our youngsters are being priced out of the school lunch program because of the necessity to raise prices to compensate for lower Federal subsidies and runaway inflation.
>
> The future of vocational education and work experience programs is in limbo while we wait for action on vocational educational and CETA.

It is not our intent to repeat school board member Kildee's testimony today. What we want to do here this morning is to give you an opportunity to hear from our staff members and parents who are being confronted by the Federal cuts. I will not dwell on Flint, or Michigan's predicament except to set the stage for the remarks that are to follow.

To do so, I must update some of the figures that were presented to you in February.

You need to be aware that Flint's unemployment rate continues to climb. In February, it rose to 22.8 percent. And that only represents the numbers of jobless who can be counted. The Michigan Employment Security Commission acknowledges that there are hundreds more who have run the course of their unemployment benefits and who, therefore, are not included in the statistics. Hundreds of others have simply given up on finding work.

Some of our people are attempting to inject a bit of humor into a bad situation. They are wearing T-shirts proclaiming, "I'm from Flint, Michigan—unemployment capital of the world."

They are right. As the February figures attest, Flint does have the greatest unemployment of any city in Michigan which, in turn, has the highest jobless rate in the Nation.

Governor Milliken says, "When the Nation's economy catches cold, Michigan gets pneumonia."

We in Flint just hope the illness isn't terminal.

Now, I would like to introduce our panel who, I might add, invite your specific questions. They are: Dr. Nathel Burtley, deputy superintendent of community education, who will speak to the issue of title I and its future; Mrs. Ruby Edwards, who will be joining us later, a title I parent and secretary of Flint's Citywide Title I Parent Advisory Committee; Mrs. Sally Woodbeck, also a Title I parent, and program chairperson of Flint's Citywide Title I Parent Advisory Committee, both of whom will give their views on the title I program.

Chris Cucksey, director of food services, who will discuss the lunch program. Dr. Charles Clark, coordinator of vocational education, who will identify how Federal vocational education legislation ties into Flint's program.

We will begin with Dr. Burtley.

STATEMENT OF NATHEL BURTLEY, DEPUTY SUPERINTENDENT, FLINT COMMUNITY SCHOOLS

Dr. BURTLEY. Thank you, Chairman Perkins, Mr. Kildee and Mr. Petri, Counsel Jennings, I, too, would like to thank you for coming to Flint to view our problems firsthand.

On April 12, 1982, the Flint schools received a letter regarding title I from the Department of Program Services of the Michigan Department of Education informing you that, and I quote:

> As a result of recent congressional action, the Department of Education is recommending that you review your estimate for the 1982-83 allocation. The best estimate at this time can be obtained by taking 85 percent of the 1981-82 basic grant amount . . . Funding allocation amounts are not expected before mid-June.

The letter goes on to explain:

> The hold harmless language is now expected to apply to the 1982-83 school year allocations. However, all allocations are affected by three unusual circumstances, and they are:
> 1. Concentration grants have been eliminated.
> 2. Michigan lost an unusually large number of AFDC eligible pupils.
> 3. Michigan's allocation will also be decreased because the state's average expenditure per pupil did not increase at a rate equal to or greater than the rate of increase for other States in the Nation.

For the Flint school district, the 1982-83 estimated allocation for the title I is $3,355,889, which is $592,217 less than the allocation for 1981-82. A reduction of this magnitude is translated in substantial reductions to services to children. These reductions are coming at a time when evaluation data indicate the Flint title I project is very effective in the 33 schools in which the program is in operation: 17 elementaries, 3 junior highs, 6 nonpublic, and 7 institutions for neglected and delinguent children.

Before elaborating on the evaluation data, you should know about the services that title I provides in the Flint schools.

There are currently 173½ staff positions providing services to Flint's 6,336 title I students. Staff consists of teachers, paraprofessionals, administrative, and support personnel.

The program provides supplemental services to children whose test scores show them to be below grade level for their age and grade placement. They are provided services in reading and mathematics. Students are served from prekindergarten through grade nine. A social services/parent involvement component operates in each of the designated schools.

Annual title I evaluation report figures have shown the impact of the Flint schools title I program to be above the expected criterion of 1 month gain for each month in the program. This information is based on data reported for the federally mandated title I evaluation for the 1979–80 and 1980–81 school years.

It is based on SRA—Science Research Associates—test results. Students were pre- and post-tested. These results do not include the scores of students served in the nonpublic schools or the neglected and delinquent programs. In 1979–80, only the elementary test scores were included in the evaluation.

As you can see from the chart included in the written portion of this testimony, the 1979–80 and the 1980–81 test scores, resulting from a spring to spring testing program with an instructional program of 1 year duration, show math gains and reading gains for the same grades. the scores are indicated in the written testimony, and I will not go into it.

In 1980–81, test scores were administered during a fall to spring testing program. The instructional program year covered a 7.5 month period with gains in grades 2 through 9 recorded. Math gains are shown to be 1.1 years, 1.4 years, 1.4 years, 1.8 years, 1.7 years, 1.4 years, 1.5 years, and 1.8 years respectively.

Reading gains for grades 2 through 8 are 1.2 years, 1 year, 1.1 years, 1.4 years, 1.7 years, 1.3 years, and .9 year. Reading services were not provided *for* 9th graders during the 1980–81 school year.

	Math gains (years)	Reading gains (years)
The 1979–80 test scores (spring to spring testing) for Flint's title I student showed the following gains [1] by grade:		
2d grade	0.8	1.1
3d grade	1.0	.9
4th grade	.8	.9
5th grade	1.3	.7
6th grade	1.1	1.3
The 1980–81 test scores (fall to spring testing) for Flint's title I students showed the following gains [2] by grade:		
2d grade	1.1	1.2
3d grade	1.4	1.0
4th grade	1.4	1.1
5th grade	1.8	1.4
6th grade	1.7	1.7
7th grade	1.4	1.3
8th grade	1.5	.9
9th grade	1.8	(3)

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[1] The expected outcome is 1 year's gain during the year. This translates into 1 month's gain for each month in the program.
[2] The expected outcome is 7.5 month's gain during the year.
[3] No reading services were provided for 9th graders during the 1980–81 school year.

These significant gains in skill development at all levels demonstrate the effectiveness and the value of the Flint title I program to its students. Due to the sustaining effect of the skills gained because of title I funded programs, the children served now have a better chance of success for the remainder of their educational and life careers.

Education sources are saying that the administration is proposing title I cuts ranging from $1.5 billion to $1.9 billion in fiscal 1983. The proposed funding cuts would mean fewer services for Flint's title I students. They could receive only 3 days of specialized reading and math instruction, instead of the current 5 days, starting in the 1983-84 school year.

Flint has already projected a reduction in the community services portion of title I for the 1982-83 school year of 47 percent—from 19 to 10 field workers—based on the continuing resolution. This will mean less parent involvement and less communication with the home and family. We believe that both the school effect and home effect are important for a student's educational growth. Field workers provide referral services, tutor and teach, and work with both students and parents in the program. They are instrumental in providing the much needed liaison between the student and parent, and the home and school.

The projected 1982 funding allocations in the continuing resolution will mean the elimination of title I services at the junior high level and some reductions in reading and math services at the elementary level for next school year. Cuts approved by the board of education show a reduction of 25 teachers, and a yet undetermined number of other title I staff. Flint's final allocation for the 1982-83 school year, due mid-June, may hopefully restore some of these positions.

The Federal budget process and the uncertainty of a final allocation make it difficult for districts like Flint to comply with State statutes and employee agreements requiring timely notice in order to layoff employees. It could, and sometimes does result in higher than necessary unemployment costs. For example, unemployment benefits range from an average of $88 per week for a teacher aide, up to a maximum of $182 a week for a teacher.

If one teacher drew the maximum amount of unemployment for the maximum number of weeks, it would cost the Flint schools $4,732. With the reduction of 25 teachers and a still undetermined number of teacher aides, unemployment costs, as a result of title I reductions, will be very costly to the district. This is not a way to provide maximum educational opportunities for students, or job security for staff.

Finally, if adequate Federal funds are not provided in fiscal 1983, this valuable program will have to be further reduced to operate in the 1983-84 school year. If the program is continued in its present 1981-82 program design, moneys will have to come out of other instructional program budgets to the detriment of those programs.

We are unable to turn to the State for help. Michigan's economic crisis is so deep that economic experts are having problems predicting the current year's budget deficit.

Locally, property tax limitations prohibit Flint residents from increasing school taxes, even if they wanted to. Since there just isn't any more State or local money available for educational programs, Federal education intervention programs like title I are our only remaining hope.

I ask the question, will educationally deprived students have similar opportunities in the future as they have had in the recent past?

We hope that the remaining testimony will positively influence the answer to that question.

Thank you.

Mr. KILDEE. The next member of the panel?

STATEMENT OF CHRIS CUCKSEY, DIRECTOR OF FOOD SERVICES, FLINT COMMUNITY SCHOOLS

Mr. CUCKSEY. Chairman Perkins, Congressman Kildee, and Congressman Petri, I am Chris Cucksey and I am director of food services for the Flint community schools.

As Superintendent Pollack stated, our economy is ailing, and it is hurting our school lunch program. The Federal budget has been and continues to be cut. As a result, our local district must somehow absorb the increased costs or cut the affected programs.

School lunch is one of the affected programs. As a result of lower Federal subsidies for reduced price and fully paid lunches, inflationary increases in costs for food and labor, and a lower reimbursement from the State, the Flint schools found it necessary to increase the cost of their type A fully paid and reduced price lunches this school year. The increase was necessary to minimize the local tax dollar subsidy. We have subsidized the lunch program locally, but inflation has severely curtailed our ability to do so. Last year, the board provided a $225,000 subsidy from local tax funds.

The decision to increase the price of plate lunches was a difficult one. A primary concern had to be for the physical well-being of all students. It is a recognized fact that a nutritious school lunch may be the only well balanced meal some children receive every day—particularly in these days of economic hardship. Proper nutrition helps to increase performance levels of children who often come to school hungry. We are concerned with the total well-being and performance of a child, not just with the child's ability to meet the scholastic demands and requirements of the classroom. However, school lunches cannot be subsidized at the risk of shortchanging Flint's comprehensive instructional program.

Taking into consideration both the nutritional and instructional needs of the total student, the distict compromised by raising the prices of fully paid and reduced price lunches, while increasing its local subsidy for the lunch program.

But even with the new, higher prices, the district's contribution to the nutrition program will increase over last year by a minimum of $100,000 to at least $325,000, depending of course on how much our costs increase. In raising the price of the meals, the number of individuals taking advantage of the lunch program decreased substantially. This has decreased the amount of money coming in for the lunch program, and consequently, compounds the amount of local tax funds we will have to contribute.

At the elementary level, the cost of a type A plate lunch increased by 25 cents, from 75 cents to $1. Junior high lunches increased from 80 cents to $1. Reduced price lunches increased in price from 20 cents to the statutory maximum of 40 cents.

To date, 1,550,705 total lunches have been served compared to 2,004,709 lunches served last year for the same period—a 22.5 percent decrease and 1,189,620 free lunches have been served compared to 1,368,606 free lunches served last year for the same period—a 13-percent decrease. Also 90,157 reduced lunches have been served compared to 171,633 reduced lunches served last year for the same period—a 47-percent decrease and 270,927 paid lunches have been served to date, compared to 464,470 last year for the same period—a 41.5-percent decrease.

As you can see, participation has decreased substantially this year. This is understandable. Due to inflation and high unemployment, families are having to tighten their budgets. They can't afford $1 a day per child for lunches. We have tried to keep the price within reach, but with State and Federal subsidies cut back, it is very difficult. This is compounded by increased food costs. With decreased participation, our reimbursements have, of course, decreased.

What are we doing to cut the costs of the program?

At the junior high level, we have cut the number of lunch choices in half. We have reorganized our food sevice administration and scaled it down to one administrator for a meal program serving 14,000 student lunches per day. We have further reduced the number of hours worked by the cafeteria employees. However, because of our genuine concern for proper nutrition, we have been careful not to cut expenses by cutting quality or quantity.

To sum up our situation, the Flint schools have always been a front runner in education. Flint's food service program has also been a front runner in regard to nutrition education, new concepts, and a flexibility to change with the times. Unfortunately, 20 years of dedicated effort toward building one of the best food programs in the State of Michigan could fall on the shoulders of the already overburdened taxpayers.

Nutrition goes hand in hand with education. To short change one short changes the other. We in Flint believe in that basic concept. I cannot honestly say that any time is a good time to make cutbacks in the school lunch program. However, now is most certainly not the time with unemployment at record highs, and families fighting for simple existence.

We know you share our concerns, and appreciate the fact that you have come to Flint to see the problems firsthand. Thank you for giving us the opportunity to share our views with you.

Mr. **Kildee**. Thank you very much.

Dr. Clark.

STATEMENT OF CHARLES CLARK, COORDINATOR OF VOCATIONAL EDUCATION, FLINT COMMUNITY SCHOOLS

Dr. CLARK. Mr. Chairman and committee members, I am Charles Clark, coordinator of vocational education for the Flint Community Schools. I appreciate the opportunity to speak to this distinguished group about a problem of mutual concern—employment training.

We in vocational education are pleased that there is agreement that employment training should again be emphasized at the national level. The Manpower Development and Training Act and the Vocational Education Act evolved in part because it was shown that the dollars spent for the development of human capital contributed proportionately more to the gross national product than dollars spent for capital goods. Unfortunately, the Comprehensive Employment and Training Act did not emphasize the training component or human capital development.

There should be no question but the public education can and should play a major role in the skilled manpower delivery system. There is no question about that the Federal Government can and should substantially support the public schools in this mission.

With near depression economic conditions and budget reductions at all levels, it is imperative that coordinated utilization of resources from all agencies be required and maximized without duplication.

I suggest that the present vocational education delivery system should be fully utilized and then extended to meet local, State, and national manpower training needs. It would be difficult and not cost effective to further attempt duplication of public education's resources.

Let me describe Flint's career preparation program and then mention some points for consideration. In Flint we have nine senior high schools, including the Adult High School and the Skill Center which serve the county as well as Flint students. In these 9 schools we offer 55 State approved vocational programs (appendix A). Each of these programs is accessible by any of our students whether in their home school or on a shared time basis with transportation provided. Our programs are staffed with qualified instructors, most certified, who have at least 2 years of work experience in their teaching area. Our facilities are well equipped and meet State standards of quality. Each vocational program has adopted performance objectives, and progress records are maintained for each student.

Students or trainees in Flint schools have full access to extensive support services in conjunction with their vocational education. These support services include assessment and counseling resources, individualized remedial basic skill development support, an extensive media center, placement services coordinated with Michigan Employment Security Commission and follow-up services. Trainees in our adult vocational programs also benefit from support resources of the schools.

Responsiveness to community input is a high priority of ours. Local industry has been helpful in our efforts to improve orientation to the skilled trades and mechanical engineering. As a result, we now offer a careers in industry program at A.C. Spark Plug Division of General Motors Corp. where students rotate through components of various job titles under plant supervisors.

The Flint Area Chamber of Commerce plays a very supportive role and facilitates advisory committee input. For instance, local retail business people expressed a need for our marketing students to have preparation for management and marketing support positions. This fall we still start a careers in business program rotating students through a large variety of management, marketing and other positions in businesses at Genesee Valley Shopping Center.

The same concept will be followed with a new careers in health occupations program at a local hospital and careers in government program in city and county facilities which start this fall. These community based experiences are part of the students' vocational preparation. Advisory committees composed of representatives from business, industry, labor, and the schools exist for all of our vocational programs, and their input is invaluable.

The vocational delivery system I have described serves 1,641 Flint students this year or approximately 43 percent of our eligible 11th and 12th graders. The Federal contribution to a similar vocational program last year was approximately $19,552, not counting special projects. We expect more this year with approval of equipment purchases. By contrast, our local CETA consortium received approximately $17 million Federal dollars last year, not including the vocational 6 percent administered by the State department.

We estimate that less than 10 percent of our seniors complete postsecondary programs. So at least half of them, or approximately 933 leave our schools each year without the likelihood of completing a postsecondary program or securing employment with developed job skills.

Too often vocational education is criticized for not serving the disadvantaged. And yet, in Flint we have 232 identified disadvantaged in our special needs project. We have another 300 identified in vocational programs who meet the same criteria. Unfortunately, provisions for reporting these important statistics are not available on State or Federal forms.

The current squeeze on local and State dollars will require that public education discontinue programs and prepare an even smaller proportion of our clientele for work. It is fair to say that as budget cuts reduce programs, the students judged the most likely to succeed, not always the disadvantaged, are given preference for training slots. Those who leave our schools without job skills are even more disadvantaged and will most likely become dependent on long-term public assistance. To delay the training of those most in need makes that training more difficult and costly.

In light of the comments I have presented, I would like to offer some points for your consideration:

First, we must mobilize our relatively dormant manpower development or vocational education system within public education with a fair Federal match to the already heavy State and local commitments.

Second, delivery systems for manpower development can be enhanced by public schools playing a major role. It is not cost effective to attempt further duplication, and there is no need since our laboratories and resources are essentially at 50 percent utilization.

Resources are not presently available for the full and extended us of our facilities.

Third, limited resources available should be prioritized toward the development of human capital, not just work programs which do not improve the skills of our labor pool. They say that to give a man a fish to eat, he will eat for a day, teach him to fish and he will eat for a lifetime.

Fourth, the public schools serve all disadvantaged, not just isolated groups in special programs. Therefore, the public schools should have Federal support for their manpower development mission. Without Federal support, vocational programs will be reduced and the disadvantaged will leave schools without salable skills.

Our proposal provides incentive for the disadvantaged to stay in school. Further, we believe that if we can diminish the flow of the unskilled, we can reduce the pool of the unemployed.

Fifth, employment training success should be based on trainee achievement of competency as well as placement. When the economy is down, jobs just do not exist. Interest in motivation and employment training, however, is high in those periods.

Sixth, Flint's unemployment rate for 16-21-year-old minorities is estimated as being 60 and 70 percent. (appendix B.) Priority should be given to employment training programs with allowances for these youth. They could be integrated into ongoing vocational programs.

Seventh, functional relationships between agencies at all levels must be tight so that guidelines for local operations provide for necessary linkages.

In summary, public education can and should play a major role in manpower training. We have the facilities, equipment, staff, support resources, and cooperative relationships with the business and industrial community. We are qualified and have a delivery system in place. All of education can be made more relevant when taught in light of the mission of manpower development assigned to public education through adequate Federal categorical funding.

Thank you.

Mr. Kildee. Thank you very much, Dr. Clark.

[The balance of Dr. Clark's statement follows:]

Appendix A—Vocational Programs Available to Flint Students, 1981-82

FLINT ACADEMY

14.9800—Steno/Clerical Lab.
17.0301—Body and Fender.

FLINT OPEN—DOYLE/RYDER

09.0201—Child Care and Guidance.

CENTRAL

04.0800—General Merchandise.
14.9800—Steno/Clerical Lab.
17.0302—Auto Mechanics.
17.2306—Welding and Cutting.

NORTHERN

04.0800—General Merchandise.

14.9800—Steno/Clerical Lab.
17.0302—Auto Mechanics.
17.1900—Graphic Arts Occup.

NORTHWESTERN

04.0800—General Merchandise.
07.0303—Nursing Assistant Aide.
07.9802—Health Occup. Cluster.
04.0102—Bookkeepers.
14.0201—Computer and Console Oper.
14.9800—Steno/Clerical Lab.
17.0302—Auto Mechanics.
17.1100—Custodial Serv.

SOUTHWESTERN

04.0800—General Merchandise.
09.0203—Food Mgt. Product. and Serv.
14.9800—Steno/Clerical Lab.

SKILL CENTER

01.0500—Ornamental Horticulture.
07.0302—Practical Nursing.
07.0303—Nursing Assistant Aide.
07.9802—Health Occupations Cluster.
07.9803—Pharmacy Assistant.
09.0203—Food Mgt. Produc. plus Service.
14.0102—Bookkeepers.
14.0201—Computer plus Console Operators.
14.0797—Medical Secretary.
14.0798—Legal Secretary.
14.9800—Steno/Clerical Lab.
17.0100—Air Conditioning.
17.0301—Body and Fender.
17.0302—Auto Mechanics.
17.0401—Aircraft Maintenance.
17.0700—Commercial Art Occupations.
17.0900—Commercial Photography.
17.1000—Contr. plus Mainten. In-School.
17.1002—Electricity.
17.1100—Custodial Services.
17.1200—Diesel Mechanics.
17.1300—Drafting Occupations.
17.1398—Eng/Architectural Drafting.
17.1500—Electronics Occupations.
17.1501—Communications.
17.1503—Radio and Television.
17.1900—Graphics Arts Occupations.
17.2302—Machine Shop.
17.2306—Welding and Cutting.
17.2602—Cosmetology.
17.2802—Law Enforcement.
17.3100—Small Engine Repair.

APPENDIX B

[From the Flint Journal, Apr. 13, 1982]

LACK OF JOBS FOR BLACKS MAJOR CONCERN HERE

(By David Vizard)

Despite billions of dollars funneled into this country's high—and growing—problem of minority unemployment, joblessness among blacks continues to worsen.

And with the promised cutbacks in federally funded job-training programs by the Reagan Administration, leaders in government, business and labor are apparently going to find out how the ills of minority joblessness can be cured without huge sums of cash to throw at it.

The prospects of dealing with this problem without much help from the government has black leaders in Flint concerned.

"This is becoming a very serious situation," says Chester J. Simmons, First Ward city councilman. "It's becoming desperate. People have been hurting for work so long in this town that they have nowhere to turn.

"There are high school graduates who have been out of school two and three years and have never found a job. We need help right now—a quick fix. But it doesn't look like Reagan is heading in that direction. I don't think we can wait for things to get better two or three years down the road. What are people supposed to do in the meantime?"

Waiting for things to get better, however, is something that many potential black workers have become used to. High levels of minority unemployment have plagued this country for years, particularly the young.

In 1954, unemployment for U.S. blacks aged 16 to 19 stood at 16.5 percent; in 1969 it jumped to 24 percent; and in 1979 the rate rose to 34 percent.

In Michigan during 1981, unemployment among non-white adults ran at an average rate near 26 percent while joblessness among potential white adult workers was only at about 11 percent.

Among white Michigan youths aged 16 to 19 in 1981, the average rate of unemployment stood at 22.5 percent—or about 86,000 jobless. However, among non-white youths, the average rate of unemployment in 1981 was 58.8 percent—or about 20,000 jobless.

And those figures take on even greater significance in Michigan cities like Flint, where about half of the population is black.

Simmons and other local black leaders said they believe the percentage of unemployed blacks is much higher here—perhaps as high as 40 percent. Among minority youths, they said, unemployment is running at levels between 60 and 70 percent.

There are those who support that kind of estimate.

William Haber, professor emeritus of economics at the University of Michigan in Ann Arbor, said unemployment rates are averages, and averages omit the extremes.

"We are faced with an extreme situation in Michigan, particularly in urban centers like Flint," said Haber. Haber was Michigan's relief administrator, deputy director of the state Works Progress Administration and state National Youth administration administrator during the 1930's.

"The extremes in this state are people who are unemployed—not at a rate of 20 percent in Flint, but at 35 percent. These are black people, these are poor people, these are the unskilled and these are the young people," he said.

"I believe we have two-digit unemployment in this country. The figures may show 8.9 or 9.1 percent, but the figures do not show the number of discouraged workers who have stopped looking for work and are waiting for things to get better. Unemployment should not only be measured in terms of those who went out to look for work yesterday and could not find a job, but also in terms of those who stayed home because they think the situation is hopeless.

"The unemployed are the ones in this country who are paying the highest cost for technological neglect and social change. And never underestimate those costs."

Most social scientists agree that high rates of minority unemployment cost almost everyone. The entire nation, they said, pays this price in social costs—the high fee for combating increased criminal activity and the loss of money these potential workers could be contributing to the system.

And there is also a psychological cost—the fear felt by those who live in this country's major cities and by businessmen who operate in crime-ridden urban areas.

Charles C. Kilingsworth, a professor of economics and labor and industrial relations at Michigan State University, explains this kind of fear with a phrase that came out of the violent 1960s: "A fortress society."

"I think that phrase pretty much capsulized the kind of society that most people thought we would have to build if we did not address the problems of minorities," Killingsworth said.

"The 1960s taught us—in violent and destructive terms—that if you don't give millions of people the opportunity to live some kind of decent and normal life, then they are going to rebel. There's going to be chaos.

"Great progress in the area of civil rights and affirmative action has been made since the 1960s. But we still have this lingering dilemma of high minority unemployment. And it's a problem that is going to have to be dealt with sooner or later."

Killingsworth and Haber said they believe a short-term, as well as long-term, solution to the problem is government-financed public works programs for the unemployed. They also maintain that government and private business should continue providing job-training programs.

"Perhaps CETA (Comprehensive Employment Training Act) should have been reorganzied, but I think it is a terrible blunder to simply scrap the whole program," Haber said. "I am fearful of what is not being done for our young people, particularly black youth, who are unemployed by the thousands and basically have no future."

The major obstacle in setting up some kind of public works program, of course, is money—and tons of it are needed if any measurable progress is to be made.

Leaders in the federal government, already facing the largest budget deficit in U.S. history, are reluctant to invest in such programs, especially after viewing the limited success of federally backed programs over the last 25 years. The state is strapped financially, and cutting one program after another. And the city's coffers offer more in the way of cobwebs than money for such programs.

"The City of Flint just does not have the resources," said Floyd Clack, president of the city council and former head of the Flint branch of the NAACP. "The reality of the situation is that there simply is no money out there for these kinds of programs.

"The federal government is getting out of that kind of business, the state clearly doesn't have the money for it and neither do we. I don't know what the solution to the problem is, but I do know that we are facing a terrible situation.

"Not a week goes by that I don't get 10 to 12 calls from former students—some of whom are 25- or 26-years old—looking for jobs," said Clack, who also is a teacher at Flint Schools of Choice. "They're looking for anything and want to know if I've heard of any job possibilities. But it's pretty hopeless for a lot of people."

Clack said that he is reluctant to advise those who call him to leave this area. However, the prospects for employment here have become so thin that he said he now tells people that they might have a better chance of finding work if they look elsewhere.

But that isn't always the advice offered by leaders of minority groups in this area.

Tano Resendez, who heads the Spanish Speaking Information Center in Flint, said he only discusses leaving the area when others bring up the subject.

"Everybody wants to head for Houston these days, and that's the problem," Resendez said. "While there may be a lot of jobs down there, there are also a lot of people competing for them. What I encourage the unemployed to do is get training—learn a skill, make themselves marketable."

Resendez said he believes the unemployment rate among Genesee County's 16,000 Hispanics is in excess of 20 percent—perhaps much higher.

"I've even got a 25-year old at home who can't find a job," he said. "And I hear every day how desperate some people are getting. With the cutbacks in student loans and other job training programs, there are thousands of people in this county with nothing but idle time on their hands. It worries me."

Vast amounts of idle time and the general feeling of hopelessness among the unemployed are also a concern of Flint Councilman Melvin McCree, who said an increase in crime can be an expected result of long-term unemployment in Flint.

Mr. KILDEE. Our next witness is Mrs. Sally Woodbeck.

STATEMENT OF SALLY WOODBECK, TITLE I PARENT

Mrs. WOODBECK. My concerns about our title I program in the Flint school system are based on parent involvement being a major factor to the program's success. These are the most important factors at this time. Parent involvement must stay and not be taken away from us or our children because: In the past 11 years I have seen our citywide title I Parent Advisory Council come alive and flourish from 10 persons to nearly 100 persons at our monthly meetings. Three persons from each building level council have attended the monthly citywide meeting which is hosted each month by a different school.

At first, each of us were doubtful of attending because we didn't know what it was all about. About 7 years ago when parent involvement was mandated we all saw the light and started taking part. We had our first workshop for the building level parents. We all got involved to the point we had parents go to the national coalition in another State. We got brave enough to have one of our people run for State office and win—that was me. That was a big step. From there, we came alive and really started working on a citywide parents handbook, which tells all about our title I programs, from prekindergarten, reading, math, community services, and the different committees on the citywide PAC level.

Now we have moved from parent involvement to parent education. We have a monthly meeting with a training session. We also have a chairperson's committee which all the building level chairpersons attend. At this meeting we have a training session for the chairpersons and give them information to take back to the buildings.

The training session topics are: How to run an effective meeting, how to make out an agenda, how work can be fun, doing fun reading and math exercises with your children at home, learning how to cope in stressful situations, learning about foods and nutrition, and learning about resources of the community's social agencies.

We also have a social services field worker at each title I building. They have an in-service each month, which is also an information and training service. The parent training sessions are reinforced at these meetings, so that the social services field worker can deal with problems at the building level, to help carry through with the title I programs.

The Flint Title I Parent Advisory Council has a beautiful relationship between the buildings [schools]. The schools PAC's invite other PAC's to their building when they have a special speaker or for a special session. In this way we get to know each other better. Parent involvement must stay.

It is very rewarding to see the way the children participate in the program. Some of the students would not be happy and succeed in school if it wasn't for the parents being involved. We volunteer wherever we are needed. We help with the children who need more individual help. We are the major force for fusing home and school activities. Unless we are required to do so by law, in many cities this would not happen. However, Flint is an exception.

Our program would not succeed if our aides and title I teachers were not dedicated to the program. Many of the children need a special touch, hug, or smile to know they are a special people. Some buildings have special awards each week for the children who achieve a certain level in reading or math skills. Some have daily awards.

My biggest reward is seeing these children come out of the title I room, whether it is match or reading, with a big smile and go back to the regular classroom and really understand what it is all about, with a fraction changed to a decimal or understanding what they have just read.

I do hope you think very hard and long before you decide to take away our children's hearts and their first teachers—their parents. Please let our Parent Advisory Council stay through stronger legislation. Our kids need someone to lean on and who can better do this than we as parents.

Mr. **Kildee**. Thank you very much, Mrs. Woodbeck.

Mr. Pollack, do you have any concluding remarks?

Mr. **Pollack**. Yes, thank you.

Because of Congressman Kildee's familarity with the Flint——

Mr. **Kildee**. Excuse me, but I think the other Flint community schools witness has appeared. I will call upon Mrs. Ruby Edwards for her testimony.

STATEMENT OF RUBY EDWARDS, TITLE I PARENT

Mrs. **Edwards**. I would like to, first of all, apologize to the committee for being late. I was turned around in the building.

Mr. **Kildee**. Your arrival was very timely.

Mrs. **Edwards**. I would like to say before I go into my statement, a few brief remarks—that I have been with the title I program and active as a parent in the school system since coming to Flint, and the program really has helped my two children, because I had a daughter that has a learning disability, and when she first entered school, she was unable to communicate. She knew mentally what the teacher would be saying and what the lesson was, but she would make mistakes and this would make her nervous and then she would get frustrated, and then she had a speech problem which caused her to stutter.

The program provided a therapist and this enabled her in a couple of years to be able to function normally, understand and communicate. She went from being below grade level to two and a half, to where she is functioning along with the rest of my children, making A's and B's. She has confidence. She now plays four instruments. She overcame her speech problem to the point that she is able to aspire to be a disc jockey. So since September she has been on weekends, when some of the local disc jockeys have been giving her a chance to sit in, and she has been talking. Talking was a problem for her, understanding was a problem for her because of her coordination.

By being a parent who was concerned and wanting her to achieve like the rest of my children, I went and took classes myself in order to help her. That is why I am happy to say what I can about parent involvement here, because through my parent involvement training, I have been able to help her and others, and so I really feel that it is a beneficial program.

Now I am going into my prepared statement. Title I as we know it is being phased out July 1, 1982, to become chapter I. This new replacement program does not mandate parent involvement. We are opposed to this and would like to see it repealed to keep the clear rights and responsibilities that we have now. Now, as title I is now, parent involvement is mandated, which gives us the right and the privilege to be in the schools and to participate. This new change will leave some point to the discretion of whether or not, you know, the council should participate. But a child won't be able to really fully achieve unless the school and the parent are coordinating together, so even though I know that I can go in, I feel so much better if I had the right spelled out through a mandated law.

We have been an actively involved parent, volunteer and partner in learning for the past 11 years. During this time we have had two children serviced by the program, one with learning disabilities. Parent involvement has allowed us to participate in the following ways:

First, be a member and elected officer at the building level and Citywide Parent Advisory Councils and currently we are serving as secretary to the Parent Committee.

Second, to receive parent training and learn skills that enable us to help our children and the schools in filling the needs and promoting achievement of our title I children. Once we got into the schools we became a part of helping any way that we can. We have been there just so that perhaps the teacher could spend more time to devote to a child, just with us being there to help with the little minor things that have to be done.

Third, to have served as monitors for monitoring the classrooms and the equipment and materials. See the children in their learning setting and also to operate the equipment ourselves. My son was having problems with his math, and the computer math really stimulated him to the point that it caused him to quickly get out of the program to the point that he didn't really need it after a few months, because this opened him up to so many other things that he could do, because he was shy and he didn't realize—by being unable to tell us, his teacher and myself—that he was having a certain problem. But through working together, the teacher and I and the counselor and the aide, we were able to find out what his problem was. So the computer math terminals has really stimulated his interest and it caused his learning to speed up to where he now is functioning normally.

Fourth, to have invaluable help through the social service field worker for referral services, supportive services, transportation to meetings, in-home visitation and help with problems related to the needs of the children and parents and interesting activities during meetings.

We have had help in planning our meetings when we were chairperson and serving at other officer functions in the building. We have had the social service field worker to help us in conducting and helping our meetings to be interesting.

Fifth, we have traveled with the title I teachers, aides, and principals to new programs demonstrations and project sites and workshops to have input in helping planning our proposals and implementing changes to achieve the high level of instruction and learning that the children and I, as their participating parent, were able to get.

Sixth, we have attended conferences and workshops as Parent Advisory Council member that enable us to be aware of information, up to date new techniques and materials that are relevant to the program that exists in our school.

Our experiences have given us permanent positive skills, knowledge and valuable tools and aids to help our children achieve, to accept responsibility and carry out our part in decisionmaking. To have good workable relationships with the title I staff, the regular staff and personnel and improve our own home environment and self-improvement.

These proposed budget cuts will diminish and eliminate our parent involvement, and training. Budget cuts will eliminate jobs of social services field workers, teachers, teacher aides, and other supportive personnel. It will cut the amount of participation parents will be able to give due to lack of transportation and these other supportive services.

We are grateful for all that we have received and are committed to continue to be active and participate fully as we are allowed and able to do in the future. What the children learned through extra help, services, health needs being met, nutrition from the lunch programs, are positive effects that won't change, but there will be a deep loss felt when the competent, caring, and concened personnel and services are phased out.

Thanks for the privilege of voicing our concerns. Please, no more cuts. No more mandates, putting our chances and rights to be involved in jeopardy. Stop the rise of tuition and loans to our college students, elimination of work study programs and phasing out of valuable programs such as title I, because they are needed and they do work.

Mr. **Kildee**. Thank you very much, Mrs. Edwards.

Mr. Pollack.

Mr. **Pollack**. Thank you.

Because of the committee's familiarity with schools, and specifically Congressman Kildee's familiarity with the Flint Community Schools, we have not given you volumes of information. Rather, what we tried to do is provide some basic understanding of our financial dilemma. Hopefully, from your experiences here in Flint, coupled with the other testimony you will hear today, you will have the information you need to convince your colleagues of the importance of providing adequate funds to an urban school district.

Over the years, Chairman Perkins, your committee has consistently increased Federal funding for education. We realize that the national economic picture makes your job more difficult, but we in Flint know that we can count on you and your committee to continue your fight for adequate financial support for education. We want you to know that we appreciate your efforts and stand ready to help you in any way we can.

I want to give particular thanks to Congressman Petri for coming here today, and to Congressman Kildee for requesting this hearing in our city, and for his continued support of education. As a former Flint techer, State representative, and State senator, he is aware of and responsive to our needs.

Again, thank you for the opportunity to appear before you. If there are any questions, we will be glad to answer them.

Mr. **Kildee**. Thank you, Mr. Pollack.

Chairman **Perkins**. Yes, I have several questions. I first wish to compliment this outstanding panel, but let me start with Dr. Burtley.

You stated that for this upcoming school year you are scheduled to lose $600,000, or almost 15 percent of your current title I allocation. How exactly are you going to absorb this cut? Can you make up for it locally, or what will be the circumstances?

Go ahead and tell us.

Dr. **Burtley**. Let me first say that no, we cannot make it up. At the State level presently, the State is wrestling with something between a $500 million and $700 million deficit. At this very moment they are debating in terms of how can they make up that lost revenue.

In addition to that, we are already at the local level taxed to the maximum. In other words, we cannot go back to the citizens of the school district and request them to increase taxes.

Chairman PERKINS. You are sure you are not going to get any more taxes from the local level?

Dr. BURTLEY. Absolutely certain, unless the law is changed. In addition to that, about 1 month ago, the local school board reduced its operating budget by $5,500,000. That is coming out of the 1982-83 school year. So to put it in the vernacular, there just ain't no more money.

Chairman PERKINS. In other words, you are telling this committee that the poor school children now needing these special educational services, will not receive these special educational programs?

Dr. BURTLEY. Absolutely.

Chairman PERKINS. They will just be thrown to the wolves unless we do something in Washington, is that correct?

Dr. BURTLEY. Absolutely.

Chairman PERKINS. Now, let me ask Superintendent Pollack a question. The administration has been justifying its cuts for the last year and a half by saying that the States and local school districts can pick up the difference. Have you been able to do this in Flint, and can you in the future? Go ahead.

Mr. POLLACK. We don't really foresee any circumstances where we could absorb the cuts that are coming from Federal programs such as title I and the consolidation programs and reductions in those programs. As a matter of fact, in our staffing for the coming year we have already given notice to 172 teachers and administrators that their jobs will no longer be with us in the school district. That will have a tremendous impact upon our school district in providing services to children.

Chairman PERKINS. And those teachers, I take it, are presently serving the poorest of the poor?

Mr. POLLACK. They are. Almost half of them are dealing with programs such as title I that provide compensatory services to children. Some of them are being reduced because of our declining enrollment.

Chairman PERKINS. That is going to have an impact on these youngsters. Where we had to a great degree reduced the number of dropouts, I am afraid that if the disadvantage students don't receive these programs, the dropout rate will increase. Is that your opinion?

Mr. POLLACK. That is true.

Chairman PERKINS. And in the long run it will cause more welfare payments and fewer tax payments, is that your opinion?

Mr. POLLACK. I think that is absolutely correct.

Chairman PERKINS. Let me ask Mr. Cucksey a question. You stated that you are serving 500,000 fewer lunches this year than last year. What is happening to those children who are no longer in the lunch program, and do you see a point in the future when Flint may have to end the entire lunch program if we go ahead and make further cuts, as is being proposed in Washington?

Mr. CUCKSEY. What is happening to those children, Mr. Chairman, is that they are brown bagging it. My concern is because of high unemployment and the economic status of our community, that they are not receiving a type A lunch, which is a balanced, nutritious meal that is necessary for their requirements for the whole education process.

To answer the second part of your question with regard to ending the food program here in Flint, hopefully not. We realize it is part of an education concept and if any more cuts are instituted, which we foresee, there will be some changes. There will have to be some changes of some sort. But to answer your question fully, to say that we will not have a food service program, hopefully not.

Chairman PERKINS. Well, let me again compliment this entire panel. I think it has been an excellent panel, and let me compliment you personally, Mr. Pollack, superintendent of the Flint Community Schools, for your cooperation with Congressman Kildee in working out such wonderful witnesses here today.

Go ahead, Congressman Kildee.

Mr. KILDEE. Thank you, Mr. Chairman.

In the past, the Federal Government was able to respond effectively to the down cycles in our economy because of its revenue producing power and its control over monetary and fiscal policy. Now, at a time when your funding is being cut both at the local and the State levels, the Federal Government, rather than responding to that down cycle, is also cutting funding, is it not?

Mr. POLLACK. That is correct.

Mr. KILDEE. So you are in effect caught in a triple play here. How can you hope to deal with this problem?

Mr. POLLACK. Because of the limitation on local taxes, as Dr. Burtley pointed out, we do not even have the option of going to our local community, already overtaxed and many unemployed. Even if we had that option I doubt that that would be a proper answer. In Michigan over 10 percent of the school districts are already in a deficit position this year before the school year is ended. Our plight is similar.

We don't see how we can continue to provide the services in any manner close to what we have provided in the past, and we project over the next 2 years a similar cut as we have done this year in our staffing, so that we see the loss of many professional and nonprofessionals—teacher aides, other employees in the school district, which adds a double burden.

One, it provides fewer and perhaps not as good educational services.

Second, it adds to the unemployment ranks and further depresses the economy locally because those are citizens of our community.

Mr. KILDEE. Let's trace a bit of the recent funding history of title I. In fiscal 1980 the Federal Government appropriated $3,216,000,000; in 1981, $3,104,000,000; in 1982—title I was cut, contrary to my vote, to $2,886,000,000. Now the President is asking us to reduce that to $1.9 billion, in 1983.

Could you actually keep a title I program going if the Federal Government were to carry out the President's recommendations?

Mr. POLLACK. No. I think that you would see an end to compensatory services for the children who really need those services in our school district. There is a point at which you don't run a worthwhile program if the reductions continue. We need to run a program that includes many elements, most importantly, the teachers. In order to have that kind of program and to serve children, they need to be served on a daily basis. If you reduce the services down to perhaps 1 day a week, the advantages become very minimal, and I see doing away with compensatory educational services for children.

They have been successful in Flint. Services have shown that students have achieved and we concentrate on reading and math and those test scores have gone up and children have achieved. We think it would be a disaster for those cuts to continue.

Mr. KILDEE. If an airplane is to fly it has to achieve and maintain a certain airspeed. If it drops below that airspeed, it crashes. You are saying if the Federal Government withdraws its support, particularly in these times, that that airspeed will be so reduced that there will be a crash of the program?

Mr. POLLACK. I agree with that, yes.

Mr. KILDEE. Dr. Clark, the President of the United States tells us that this country must reindustrialize. We are told when we discuss the problems of the auto industry that the problem is not imports or interest rates, but the reindustrialization of our economy. Do you think that cutting vocational education at this time is contradictory to that reindustrialization?

Dr. CLARK. Cutting vocational education should not even be considered. It fits right in with the reindustrialization of the country.

Mr. KILDEE. So cutting vocational education is contradictory to reindustrialization?

Dr. CLARK. That is right.

Mr. KILDEE. So you would find it a contradiction to say we must reindustrialize the country and on the other hand, cut the tool that would help us to reindustiralize?

Dr. CLARK. That is true.

Mr. KILDEE. Let me ask a question of the two parents. As you know and mentioned in your testimony, the reconciliation bill passed by Congress last year eliminated the mandate for the parent advisory councils. Do you have assurances here in the Flint school district that despite the fact that there is no longer a mandate that the council will continue to exist?

Mrs. WOODBECK. Yes sir. We have been told that as long as we have the moneys to have a title I program within the schools, that parent involvement will be mandated here.

Mr. KILDEE. Do you still think it would be wise for the Congress to restore that mandate? Do you think every school district would choose to continue the councils as Flint has done or that the mandate might serve to protect these advisory councils in some school districts?

Mrs. EDWARDS. Congressman Kildee, I feel that we would be protected more if it were mandated, because we are assured here because we have always been participating. You know, we have been increasing each year the involvement, the training, and things that we could be a part of. But that may not be true in every district. You know, it could come to a point because of these cuts, where it might become more expedient to just eliminate that part of the budget to put into some other, you know, form of instruction or materials or whatever, to keep the level on the regular school curriculum.

Mr. **Kildee**. One further question before I turn to Congressman Petri.

Dr. Burtley, if the recission and the projected cuts for next year were to take place, many programs would reach a point where, as I mentioned earlier in my analogy, the airplane will not have enough airspeed to avoid crashing. If the recission were made this year, what effect would that have on your plans for next year in the title I program?

Dr. **Burtley**. Specifically, we would reduce our program by 25 teachers. There would no longer be any services in the junior high middle school. We would be reducing our fieldworkers in social work from 19 to 10. There is a possibility that we would no longer be having services 5 days a week for kids, but something like 3 days a week. We would also be reducing teacher aides, parent involvement, by an undetermined amount at this point.

To summarize, it would have a devastating effect on our title I. Even more so, it comes at a time when all other data across the country, and more specifically in Flint, indicates that title I compensatory programs are working. The High School Foundation indicated that in terms of Head Start, so title I programs are working.

Mr. **Kildee**. I want to thank you for the testimony you gave on the objective SRA data. You indicate that title I is working. I think most people believe that. Your data attesting to that fact will be an important part of the subcommittee's record.

Thank you very much.

Congressman Petri.

Mr. **Petri**. I, too, would like to thank the entire panel for your testimony and for putting the work in that had to be put in to prepare it, and your taking a Saturday morning and working on your job even though it is not a workday.

I had one or two questions of different people on the panel. What percentage of students in the Flint system is participating in title I?

Dr. **Burtley**. We have exactly 6,333 students that are taking part in our title I program out of approximately 32,000 students.

Mr. **Petri**. But it is grades—is it 1 through 8?

Dr. **Burtley**. Grades 1 through 9 in some cases and grades 1 through 8. Basically 1 through 8.

Mr. **Petri**. That 32,000 would be in 1 through 8, too?

Dr. **Burtley**. Yes sir.

Mr. **Petri**. So it is about——

Dr. **Burtley**. About one-third, almost one-third.

Mr. **Petri**. How much time would those students spend on average, or isn't it realistic to ask that, in receiving title I instruction as opposed to just getting the ordinary school day?

Dr. **Burtley**. According to our local title I design, boys and girls are enrolled in the title I program depending upon their educational need on the average. I would say that the average title I kid spends about one fifth of his time in the title I program. And, of course, that will vary from school to school, and from student to student, depending on the needs. Some are in the program for reading only, and some for math only, and some for both.

Mr. **Petri**. So 2 hours a day?

Dr. **Burtley**. Yes, roughly.

Mr. **Petri**. I notice in your testimony there are 173 people providing title I services in the school system?

Dr. **Burtley**. Approximately.

Mr. **Petri**. Does that include teachers aides or would it be in addition to that?

Dr. **Burtley**. Teacher aids would be in addition to that.

Mr. **Petri**. About how many of those?

Dr. **Burtley**. I don't have the exact figures in terms of exactly how many teachers aides.

Mr. **Petri**. You could submit the number a bit later.

Dr. **Burtley**. OK.

Mr. **Petri**. Of the 173, how many would actually be engaged in face-to-face instruction, work with students, and how many in providing backup or support or administrative coordination and that sort of thing?

Dr. **Burtley**. I would say roughly about 150 of those individuals, of that 172, are individuals who are directly providing services, directly face-to-face services to boys and girls.

Mr. **Petri**. So about 20 to 25 that would be full-time clerical and administrative personnel for this?

Dr. **Burtley**. Yes.

Mr. **Petri**. Some of the 150 probably do both?

Dr. **Burtley**. Right.

Mr. **Petri**. How long did you have a title I type program in Michigan before the Federal program? Or is this a successor program to something that you were doing in the Flint school system, or is this effort completely new?

Dr. **Burtley**. Years ago we implemented a program in Michigan that was called article III and basically what that program was, it was the State's—for lack of a better term—it was the State's title I program so to speak. Essentially that program attempted to supplement the local district as well as the Federal effort in terms of title I to provide extra services for those boys and girls who were below grade level.

Mr. **Pollack**. Perhaps I can amplify a little on the answer. The Federal commitment which began in the sixties really was a new effort. As Dr. Burtley pointed out, Michigan recognizes—Congressman Kildee remembers also that there was that need for compensatory education, but the largest amount of moneys has always come from the Federal level for compensatory education, and it was part of the recognition of the fact that there are students who, because of economic or other reasons, need additional services in order to be able to compete with other students within our schools.

Dr. **Burtley**. I would like to add, too, Mr. Petri, that our State has also cut back in its efforts in terms of compensatory education also, so as part of its overall cutbacks it has also cut back in the area of compensatory education.

Mr. **Petri**. I guess I have maybe one or two more questions in this area. You cited that there are charts in your presentation on the test scores for the students which show in most every case some improvement and in some cases quite good?

Dr. **Burtley**. Right.

Mr. **Petri**. Quite good improvement. Are you satisfied with the testing techniques and so on that are going on? Do you sense that they are in fact missing something that is going on in the real world? I am thinking back—it is very difficult sometimes to evaluate what tests really show. I know there was a business school study on efforts to try to improve productivity in the workplace, in which they thought for a while that lights and painting up the workplace was a thing that caused people to be more productive and so on.

Then finally, as a test, they went to another place and they didn't do anything like that, but they did have people running around surveying and asking people questions, and productivity increased, too. So it turned out the variable was someone taking an interest in a person and working with them and asking their opinion that caused people to take a greater interest in their jobs. So there are lots of factors.

I didn't mean to extend that. I meant to ask if you felt that the testing was a useful tool and the results were permanent, these improvements, or if they were something that would go away rather than people taking them through life with them?

Dr. **Burtley**. Let me comment on that if I may. I think I understand what you area asking. Briefly, the research data that was done at the High School Foundation, which has also been submitted to Congress, in terms of Head Start, indicates over a long period of time—I might add that that was a long attitudinal study—indicates that those students who were involved in the Head Start program had sustained against—and when they compared those boys and girls who were involved in the Head Start program with those boys and girls with similar backgrounds not involved in the Head Start program—the Head Start program students had sustained against and gone on to achieve higher levels. Suffice it to say that the Head Start program is working.

In addition to that, our local testing program is geared basically to what we are teaching. One of the big issues now in education, especially in terms of testing, is that a lot of testing programs are not testing what local school districts are teaching. What we have done in Flint is that we have geared our testing programs to include those objectives and the educational content in terms of what we are teaching. So we can say very definitively that the testing program in Flint is measuring what we are teaching. In a sense, we think that the educational program is working and that title I is working in Flint.

We also feel that those gains will be sustained over a period of time. Our local objective reference testing indicates that our boys and girls are also achieving on the local criterion tests as well as on the standardized national tests. Suffice it again to say, every indicator, and we have three in the district, every indicator that we use to measure student achievement indicates that our boys and girls are achieving in Flint. It also indicates that our title I boys and girls are achieving, and we certainly think that title I has been significantly influential in achieving those gains.

Mr. **Petri**. On the school lunch program, you mentioned the 200, I don't have the figures in front of me, but there is a $225,000 Federal subsidy, is that right?

Dr. **Clark**. Local subsidy.

Mr. **Petri**. It is to go up to $300,000?

Dr. **Clark**. We foresee that. I hope that is high.

Mr. **Petri**. How does that compare with the amount of Federal subsidy and then the amount that you receive in revenues from the users of the school lunch program? Do you have any figures or dollar amounts that come from people who pay for their lunches, local taxpayers and Federal taxpayers?

Mr. **Cucksey**. I don't have that information. What you are asking——

Mr. **Petri**. That is all right. If you could make that available.

Mr. **Cucksey**. I can make it available, yes.

Mr. **Petri**. You expressed some concern that as the price goes up, naturally you tend to get lower participation and more people bringing lunches from home, and that this could result in students not receiving a properly balanced lunch. In what areas, what type of thing is it that they might not get? If we end up having to have cutbacks—and we hope we don't—but if we do that, there may be other ways of getting that part of the diet out to these kids. I am hoping you are going to say that they are not getting enough milk. It may be that it is oranges or something else.

Mr. **Cucksey**. No.

Mr. **Petri**. You see what I am trying to get at. If people do bring stuff from home, if they all just got a nice, well balanced bar of something it would be more economical. If the desire is to have well fed kids so they can do well in school, there might be other ways of meeting that goal by supplementing whatever they bring from home.

Mr. **Cucksey**. A majority of our participation is at the elementary level, of course, with 39 elementaries. The brown baggers—what I am concerned about—I foresee even going to an ala carte type program. In other words, something to add to what they are bringing to school. The milk, we provide milk or we have milk available for the brown baggers, and what I am looking at is because the participation is down and where the the increased participation is, go to maybe an ala carte program in the elementary, just to supplement that brown bagger, just to give him the nutritional balance or his required daily allowance.

Mr. **Petri**. Thank you.

Chairman **Perkins**. Let me make an observation. When we enacted the title I program in 1965, there was criticism. If we ever wasted any money it was in the early years of the program. Some of our studies were critical in the first 2 or 3 years. But in later years, all of the studies have disclosed the wonderful job being done under the title I program in educating disadvantaged children throughout the country.

Those studies further disclosed that the greatest handicap is the inadequacy of the funding. We are only taking care of about 45 percent of the kids that are in need of services. It is a shameful situation, because in the long run programs like title I do increase the tax base in this country. I just wanted to mention about those studies, because they all show what a great job title I has been doing. Of course, it has improved over a period of years. We don't want to see those improvements lost.

Now, the Secretary of Education, Secretary Bell, proposed rescissions of title I funds. He sent all those rescissions up to Congress a few months ago. Yesterday the time expired on those rescission requests. The Secretary wrote me a letter and stated that the Appropriations Committee was not going to agree with the rescissions and so he was going to release that money. He has been holding up a lot of these funds, hoping that Congress would approve cuts of even a greater amount than the cuts in the Gramm-Latta bill last year. Gramm-Latta II cut more from you. But they are not going to be able to do that. Congress is not going along, and that money will be released.

We have won that part of the battle before the House Committee on Appropriations this year, and the Senate Appropriations Committee.

Mr. Kildee, I want to say again, these people have made great witnesses.

Mr. KILDEE. I thank the panel.

I would like to also thank Mr. August Brandt, who is well known to both myself and the chairman, for his contribution to the panel's presentation. He has been very helpful.

I want to remind everyone here that the record of this hearing will become part of the official record of the House and the Archives of the United States.

Mr. POLLACK. Is it proper to introduce some of the local school board members who are here?

Mr. KILDEE. Certainly.

Mr. POLLACK. Would they stand?

William Lyon, President of the Flint School Board; Dr. Patrick Manwaring; Helene Streich from the Flint Community School Board.

[Applause.]

Mr. KILDEE. Thank you very much.

Mr. KILDEE. We will call our next panel.

Our next witness will be Dr. David Spathelf, the superintendent of the Genesee Intermediate School District. He will be accompanied by Dr. Alva E. Mallory, also well known to me for many years. You may proceed in any manner you chose.

STATEMENT OF DAVID SPATHELF, SUPERINTENDENT, GENESEE INTERMEDIATE SCHOOL DISTRICT

Dr. SPATHELF. Chairman Perkins, Congressman Kildee and Congressman Petri, it is our distinct pleasure to participate in this important hearing. We are pleased to have you in Genesee County. We also appreciate the opportunity to come before you to share our common concerns for education.

We would like to change our format slightly. I will present opening remarks and comment concerning title I and the school lunch program. Dr. Mallory, who is director of instructional services of Genesee Intermediate School will comment concerning vocational education, and a brief comment on my part at the close of the testimony.

I am David Spathelf, superintendent of Genesee Intermediate School District. Genesee Intermediate School District is a regional service agency. Intermediate school districts in Michigan are an integral part of the educational delivery system. We serve as an extension of the Michigan State Department of Education for monitoring, information processing and reporting. We also operate or fund centralized programs for low incident handicapped children and vocational educational programs for the 21 K-12 school districts. The intermediate district also provides numerous cooperative programs—data processing services, media services, audiovisual equipment repair—to name several.

I have attached a brochure that more fully describes our mission. (Exhibit 1.) Since nationally there are approximately 40 other states which also have regional service agencies, information concerning these agencies developed by the U.S. Office of Education has been attached. (Exhibit 2.)

I would like to note that my comments will be more general. They will be area oriented rather than specific to a local school, and I hope they will complement the excellent job that Superintendent Pollack did with respect to local problems related to these issues.

Genesee Intermediate School District and the 21 K-12 school districts which are included within its boundaries, are heavily dependent upon Federal funding at the current level to provide essential services to some 107,000 public and nonpublic school students in the community. Genesee County has experienced depression-like conditions due to the dramatic decline in sales of automobiles and the many layoffs associated with the sales slump.

Additional layoffs have resulted as automotive related businesses have declined as well. The most recent statistics document that the unemployment rate in Genesee County is 23 percent. This rate has hovered near the 20-percent mark for close to 2 years and has coupled with spiraling inflation. The human service need of people in this kind of economic climate is tremendous.

The depressed economy has affected most school districts in the State of Michigan. They, along with the intermediate school districts, are experiencing monumental financial hardship. Since schools in Michigan are funded primarily through a formula that is dependent upon the number of student enrollments—declining enrollment has caused sustantial reductions in State revenues, while at the same time, schools are not able to reduce expenditures proportionate to decline. The State of Michigan, because of the State's overall economic condition, has been unable to fund the education State aid formula proportionate to the inflationary increased cost of education.

I would like to say that the local communities in this State, including the Flint community and others, have done a marvelous job of supporting and trying to make up the difference between the inflationary rate and the funding rate through State and Federal funding, but they are pressed, as you well know.

It can easily be shown that the rate of increase of school operations far exceed the growth of school revenue. A Michigan Association of School Administrators analysis of expenditures for all districts in the State from 1967-68 through 1977-78 shows that operating expenditures have increased 159.38 percent. The years 1978 through 1980 experienced inflation of 30 percent which would significantly raise that figure but the State has been forced to further reduce public education appropriations in order to balance their own budget.

In addition, Federal budget cuts projected by the Michigan Department of Education will result in $43 million less allocated to Michigan schools this current year. These reductions, coupled with an inflation rate of 13.5 percent during 1980, have had a devastating effect on Michigan schools. These are going to make it very difficult for Michigan public schools to survive and to provide the kind of services that the kids deserve.

I have included a copy of some statistical information for your information as an attachment. (Exhibit 3.)

The majority of schools in Genesee County have made substantial program cuts in the 1918-82 school year and at the same time, have consumed any fund equities that were in existence. Three school districts are in deficit as reported by the State Department of Education, and the loss of Federal funding will only compound the problem for all school districts.

In good times Genesee County has benefited substantially from Federal funding of title I programs for both the disadvantaged and handicapped, the National School Lunch Act and vocational education program funding. Comments on the impact of proposed Federal reductions in each of these areas is documented for your consideration.

Title I funding has been an essential ingredient in providing specialized programs for the disadvantaged as well as the handicapped and limited English speaking students. This was documented well by the Flint group. In fact, during the 1981–82 school year, 16,304 children in Genesee Intermediate School District met the eligibility requirements for title I funding. This number for next year will be approximately 13,724. The number is reduced only by a small margin despite the action to raise the poverty level determination from $7,500 to $8,500.

Again, this documents the depressed financial condition of the community. The proposed reduction in title I funding will affect children with documented needs. The foundation help provided through title I remediation for reading and math programs is essential if we are to meet the goal of equal educational opportunity for all.

Preliminary projections on a countywide basis indicate that title I support would fall from $6,352,654 in the 1981–82 school year by $1,692,254 to $4,660,400. This is a substantial sum and would materially affect programing for students.

The Genesee Intermediate School District itself also provides centralized supplemental programs and ancillary services to our eligible trainable mentally impaired and severely mentally impaired students from all of the 21 school districts with public law 89–313 title I moneys. Through cooperative planning with our special education parents, staff and administration, the title I moneys afford our children a comprehensive educational program. These are kids with serious, serious handicaps and needs. If these vital title I moneys were to be reduced, it would have a devastating effect on our children. Our learning center for TMI has 302 eligible title I students. With these Federal funds, the positions of a school psychologist, two speech and language therapists, an adaptive physical education teacher and programs and services such as parental inservices, curriculum development and prevocational components will have to be evaluated.

Curtailment of some of the above services could result or the cost would be borne by local school districts and local school districts are pressed right now to the hilt. Currently, our SMI centers are utilizing title I funding to help 157 children. Instructional supervisors who provide demonstration teaching strategies to improve the learning styles of these handicapped children as well as providing a speech and language therapist are funded by title I. The $269,752 allocated this year for our TMI program, reduced by 30 percent, will result in a loss of $80,988. Based on our 1981-82 allocation of $102,751 for our SMI programs, the same cut would result in $32,325 lost to our handicapped children and would be a problem for us.

During the 1981-82 school year, school districts in Genesee County suffered a 30-percent reduction in Federal funding. This reduction has had a substantial and detrimental effect on young people participating in the program. Generally, school districts in Genesee County have had to increase the price of lunches to students or attempt to absorb the increases from their general fund budget. Prices ranged from 55 cents to $1.00 per meal in 1980 to 65 cents to $1.15 in 1981.The latter has been an impossibility for the majority of schools. Flint was fortunate this year to be able to help in that respect.

[EDITOR'S NOTE.—The paragraphs in the written statement which were omitted in oral testimony follow:]

> The result of price increases in lunches has had a corresponding impact on participation rates. The reduced participation rate has ranged from 25 to 40 percent, depending of the individual school district, with an average reduction on a county level of 28 percent. Nationally, participation has decreased by 20 percent. Additional cuts would, in my opinion, reduce this level even more.
>
> Not only has the funding level impacted those students paying the full price of the lunch, it has also caused changes in participation rates for reduced lunches as well. Many families in Genesee County are not able to afford the 40 cents for a reduced meal. In many instances this means that those children are not eating lunch.

The insidious effects of reduced participation are evident in increased labor costs per lunch, higher per meal overhead in the school lunchroom facility, and direct employee layoffs. These layoffs contribute to the schools' plight since they pay the actual costs of unemployment benefits and add to the unemployment/poor economy in the Flint area in general.

In an effort to partially counteract these trends, the Genesee Intermediate School District has made a concerted effort to provide inservice training to food service directors regarding the effects of Federal cuts and importance of assessing labor and food costs due to this change. We have evaluated the function of school lunch, presented food offerings, and stressed the need for merchandising and meeting the nutritional needs of our students.

A series of four classes has been offered at Genesee Intermediate School District to food service employees. The course content emphasized rules, regulations, purchasing, menu planning, and nutrition education. The 84 employees taking the classes should be better informed and prepared to cope with future changes.

In addition, three countywide food service workshops have been provided to help staff deal with declining enrollments, reduced reimbursements, 5-hour days, and employee layoffs. Several schools have asked for individual assistance from the Genesee Intermediate School District food service consultant. In most instances, however, schools were interested in how they could improve their programs with the financial cutbacks they were facing. Parenthetically, I would like to say that that particular group of employees is a very committed group and cares a lot not only about feeding but young people as well.

Currently, the Genesee Intermediate School District is helping by encouraging schools to: (1) Reduce labor, (2) initiate satellite programs, (3) merchandise entire program, (4) implement fast food concept yet maintain nutritious food, (5) participate in Genesee County cooperative bid—we have extended that now to two other intermediate districts that represents a student body of 200,000—and (6) consolidate lunch program with neighboring school districts.

Despite all of these efforts, school lunch programs are operating less effectively, less efficiently, and less children are being served, due to cuts in direct financial aid or surplus commodity food allocations. Any additional reductions could mean an end to the school lunch program as we have known it.

It seems particularly important that funding is continued for NET (nutrition education training), but we need school lunch programs for learning laboratories. Maintaining the quality five component lunch providing 33 percent of the recommended daily allowance is important to the health of many children participating in the program throughout Genesee County.

Finally, a guaranteed funding rate for a given fiscal year is important for planning and operating a successful program in light of the budget problems at the local school level.

At this time, Dr. Mallory will comment concerning vocational education.

STATEMENT OF ALVA E. MALLORY, DIRECTOR OF INSTRUCTIONAL SERVICES, GENESEE INTERMEDIATE SCHOOL DISTRICT

Mr. Mallory. Thank you, Dr. Spathelf.

Mr. Chairman, my good friend, Congressman Dale Kildee, and Congressman Petri, it is a pleasure for me to have this opportunity once again.

I am Al Mallory, director of instructional services, and also the vocational technical specialist for the Genesee Intermediate School District. Vocational education programing in Genesee County has been a model for the State of Michigan. The Genesee Area Skill Center was the first such facility in Michigan and was supported by local, State, and Federal funds. Today it is supported by local millage, State added cost funding, and specific Federal allocations.

Nearly 2,456 students from the 21 K–12 school districts attend programs in 33 occupational areas annually. A copy of this enrollment information by program and school is attached. (Exhibit 4.) In addition to the vocational center program, the local K–12 districts serve an additional 4,852 students in their home schools.

I would like to comment here that 260 students and approximately 10 programs have been dropped because of cuts this past year.

Genesee County enrolls a grand total of 7,225 of its 11th and 12th grade population, or 48.1 percent, in specific vocational training. A copy of a 7-year summary of participation is included. (Exhibit 5.)

It is noteworthy to point out that the percent of 11th and 12th grade students receiving vocational training has risen from 42.5 percent in 1975–76 to 48.1 percent in 1981–82. The initial Federal funding and ongoing per pupil Federal support has assisted the county to increase the participation rate successfully. I believe a reduction of Federal funds will be translated into reduced participation at the program level.

Vocational education training is often more expensive than general education training. Enrollments in individual classes are generally lower than in the traditional classroom. It would be easy without special State added cost and Federal funds to allow vocational education to become a target of cost cutting.

The operation of comprehensive vocational programs in Genesee County means jobs for young people. Sixty-four percent of the graduating vocationally trained seniors in 1980 were employed full time; the majority in the specific vocational education occupation they received their training in. A copy of the comparison of Genesee County and State of Michigan composite is attached. (Exhibit 6.)

One very critical area of concern includes the support through Federal funds of programs designed for special students. Presently there are 612 students enrolled in special programs for the handicapped, disadvantaged, and limited English speaking. Loss of Federal support could severely jeopardize services to these youth in need of special help.

Last year over $600,000 of new equipment was purchased for vocational education programs in the Genesee Intermediate School District. However, without the matching Federal dollars, it is estimated that less than $200,000 of new equipment would have been purchased. Approximately one-third of what we were able to purchase. Continued Federal support to purchase equipment is needed to keep pace with technology and the occupations associated with modern industrial trends. High technology, including robots and other electromechanical devices, microcomputer applications, and new manufacturing procedures, will necessitate equipment purchased for classroom instruction in support of the new job demands that will follow.

I would also like to comment before I continue here that very specifically any further cuts that Congressman Perkins has mentioned would relate to reduction of our grants for continuing our articulation effort of programs between the local high school and the community college, grants for research and development are longer now because of the cuts that took place. It would eliminate completely equipment reimbursement that is desperately needed to keep pace with that technology mentioned; elimination of our special needs programs; eliminate of our per pupil allowances that supports all the vocational programs that the State is not able to maintain with our added cost funding; and will eliminate the leadership to provide these vocational programs.

Careers guidance will be even more important as new jobs and new occupation fields are established. These services should encompass career guidance, placement and followup support services which are essential to improve the quality of vocational education. I believe that the Federal Government has a vital stake in vocational education for the welfare of this great country and should make a commitment to financially support it at a level that would train the highest skilled craftsmen in the world. Continuation of Federal funds is essential for the future of vocational education nd the positive impact it has on society.

Dr. **Spathelf**. The Michigan Department of Education, with the assistance of intermediate school districts, recently conducted public opinion surveys locally and on a statewide basis. This activity, known as Project Outreach, deals with citizen concern for public education in the present and future. Attached is a copy of the Genesee Intermedicate School District survey results. (Exhibit 7.) Of special interest is the belief held by Genesee County residents that the Federal Government should pay a greater share of the cost of public education. Genesee County, as well as the statewide survey group, believe more vocational programs are needed for youth and adults.

I think you will find other interesting documentation about how our people in this country feel about education in general and we will be happy to foreward to the committee a copy of the statewide survey, which is being printed next week, so you can see the statewide results in these areas as well.

In conclusion, I believe the need for maintaining Federal appropriations for public education was never greater. Federal dollars do make a difference for children at the local school level.

The recent legislation to provide more local control, reduce redtape and paperwork is constructive. To reduce funding at this critical time would result in the loss of educational opportunities for children and would cause layoffs of school employees as well. It is my hope that when Federal legislation concerned with education is proposed that it includes specific reference to regional services agencies, thus recognizing the integral role they play in the educational process.

I would like at this time to personally thank Congressman Kildee for his work in the block grant portion of ECIA to insure that regional service agencies were represented. That is appreciated by all 57 school districts.

Mr. **Kildee**. The chairman's support helped me a great deal in achieving this provision in the reconciliation act conference.

Chairman **Perkins**. Let me ask you one question before Mr. Kildee calls the State legislator around. You remain in your seats.

You stated last year that you had in your county, I take it, three districts that were in deficit?

Mr. **Spathelf**. That is correct.

Chairman **Perkins**. Assuming everything goes according to the President's wishes, how many schools would be running a deficit this year in your county?

Mr. **Spathelf**. It is hard to put a figure on that. The schools in this county right now, approximately two-thirds of the 21 school districts, are on a tightrope to try to be able to balance that budget and not go into a deficit cash or equity position by the end of the school year. If there were further State reductions or Federal reductions this year, I don't think that the majority of those districts can make any further cuts, and consequently would in fact move into a deficit status.

Chairman **Perkins**. Let me compliment you. You have both been excellent witnesses.

Mr. Kildee, I just wish the House Committee on Appropriations could hear these witnessees.

Mr. **Kildee**. We can arrange that. Thank you, Mr. Chairman.

[The attachments to Alva Mallory statement follow:]

Exhibit 1

GENESEE INTERMEDIATE SCHOOL DISTRICT
2413 West Maple Avenue
Flint, Michigan 48507

KNOW YOUR INTERMEDIATE SCHOOL DISTRICT

The Genesee Intermediate School District, along with the other fifty-six intermediate districts in Michigan, share in the rich educational history of the state. Township school inspectors were appointed as early as 1837, and in 1867 the post of county commissioner of education was originated. County school districts, with boards of education tied closely to county governments, existed from 1947 until 1962. It was that year that Public Act 190 created intermediate school districts.

The intermediate district is in an "intermediary" position between the State Department of Education and local schools and, in addition, serves as a support service agency to K-12 school districts for educational services and programs. The State School Code specifies three major functions for intermediate school districts. Briefly stated, they include:

1. Serve as an extension of the State Department of Education for certain auditing, monitoring and information processing roles.

2. Provide service upon request to K-12 districts unable to provide such services because of size or limited resources or that can be more efficiently operated cooperatively and result in cost savings and/or improved services.

3. Operate cooperative or stand-alone programs such as vocational education and special education for targeted student population within the K-12 school districts.

Intermediate districts and their counterparts around the country are in a unique role to assist K-12 districts in a time of declining resources and limited funds. Sharing and saving opportunities to minimize the impact of declining student enrollments and the associated loss of revenue are helping, in some measure, maintain the quality of education.

The goal of the Genesee Intermediate School District is to be responsive to the needs of the twenty-one K-12 districts and to share in a partnership to make education as meaningful as possible for the young people, adults and, for that matter, the community at-large.

Examples of major services provided presently by specialty areas follow:

Business and Administration

1. Compile state equalized valuations.
2. Compile and distribute directories, district maps, statistical summaries.
3. Conduct child accounting audits.
4. Audit K-12 school district bus routes

Business and Administration - continued

5. Verify and transmit K-12 and intermediate district statistical reports to Michigan Department of Education.
6. Responsible for property transfer requests/hearings, annexations, etc.
7. Administer the tuition code and National Child Nutrition Act.
8. Coordinate cooperative purchasing program for general supplies and school food service commodities.
9. Operate Data Processing Department. Services include business applications such as payroll, finance, budget and personnel records; the student applications include scheduling and grade reporting.
10. Serve as resource to K-12 districts relative to school finance, school law, school food services and other administrative procedures.
11. Reimburse local K-12 districts for special education programs from Act 18 funds.
12. Provide inservice programs related to business and administration.
13. Maintain meeting room facilities for educational groups.
14. Record teacher certificates and perform related services.

Instructional Services

1. Administer provisions of Michigan's Special Education Act, P.A. 451.
2. Administer provisions of the Federal Mandatory Special Education Act, Public Law 94-142, which includes data collection, planning and monitoring.
3. Offer consulting services in reading, gifted education, instructional media, curriculum, nutrition education, communications, computer-assisted instruction and special education-vocational education.
4. Provide instruction for homebound and hospitalized students.
5. Provide diagnostic services such as psychological testing and evaluation.
6. Provide school social work services.
7. Offer vocational rehabilitation services.
8. Serve as liaison between local school district and skill center.
9. Maintain instructional materials center which contains a film and video cassette library, teaching materials production area, small collection of professional books, and computer resource center of microcomputers and instructional software.
10. Plan and offer workshops in subject areas.
11. Operate programs for severely mentally impaired, trainable mentally impaired and autistic students, ages 0-26.
12. Provide program for deaf/blind students.
13. Conduct curriculum evaluation surveys.
14. Provide curriculum enrichment programs.
15. Conduct needs assessment surveys.
16. Facilitate and coordinate inservice education and activities of the Professional Development Advisory Council.
17. Arrange programs for boards of education/administration.
18. Involve community agencies and institutions of higher education in curriculum improvement.
19. Utilize Ligon Land for Learning for stated goals of instruction, inservice and as a prototype of site development.
20. Teach employability skills to students.

Instructional Services - continued

21. Contract with private schools for cosmetology classes.
22. Provide in-school youth work experience program.
23. Provide services of attendance officer.
24. Provide audio-visual supply and equipment cooperative purchasing.
25. Maintain audio-visual equipment repair center.
26. Provide standardized test services for academic areas and library for sample tests.
27. Provide computer-assisted guidance program (ECES).
28. Maintain library on gifted education.
29. Coordinate Title I Programs.
30. Assist in Michigan Assessment Education Program.
31. Maintain home economics/food services resource center.
32. Operate Regional Educational Media Center (REMC 14).
33. Operate Special Education Learning Materials Center (SELMC).
34. Conduct Child Find Program - an effort by the State of Michigan to locate handicapped children.

Special Programs

1. Workshops, seminars and demonstrations in specialty areas.
2. Title IV-B purchasing of instructional materials for nonpublic schools.
3. Federal and state programs coordination, legislative services and grant writing services.
4. Educational information service to general public and schools.
5. Career Education Planning District coordination (CEPD).
6. Special Olympics.
7. Project GROW - professional development program for seven school districts.

Other Projects

1. Stanley School operation.
2. Guildance/placement system.
3. Summer Youth Employment Program (SYEP)
4. Project MOTIVATE - inservice for counselor/teacher teams to help gifted students.
5. Competency-based education including articulation of vocational education curriculum.
6. Comprehensive Education and Training Act (CETA) - sponsor for K-12 districts.
7. Vocational Education Data System support.
8. Interagency Collaborative Body (ICB), linking business, education and labor to education.

In addition to the services and projects listed, your intermediate district has been instrumental in bringing about legislative changes and State Department of Education action at the request of the K-12 school districts.

DES:pl
1-26-82

Exhibit 2

U. S. Office of Education, 1970
--see especially page 10

PREP

No. 23

EDUCATIONAL COOPERATIVES

BACKGROUND

Societal changes and new demands upon educational systems require educators to consider and develop new ways of restructuring aspects of school organization to provide more effective and efficient educational programing. Many forces provide impetus for changes, but the problem remains--how best to organize to provide socially responsive systems to help insure quality education in a mass, technologically oriented society.

The problem is complex; it is both urban and rural. The multiplicity of agencies in urban areas suggests the need for new larger structures for educational governance to provide greater coordination with other related community organizations. Yet, there is pressure for accountability, decentralization, and "local" control. Inadequate financing and insufficient pupil population are forcing rural school districts to organize to obtain or share services which singly they cannot provide; yet, again, there is pressure to remain independent and unique to a community.

Until recently, the predominantly used alternative to these problems has been consolidation. (1: 6) However, the intermediate school district and/or the educational cooperative are seen by many educators and citizens as an alternative and, in many instances, a superior solution to consolidation. (2: 3)

The status of local school organization in 1966 showed three basic organizational patterns within the States: a single-echelon system (State education agency (SEA) controls all); a two-echelon

PREP is . . .

- *a synthesis and interpretation of research, development, and current practice on a specific educational topic*
- *a method of getting significant R&D findings to the practitioner quickly*
- *the best thinking of researchers interpreted by specialists in simple language*
- *the focus of research on current educational problems*
- *a format which can be easily and inexpensively reproduced for wide distribution*
- *raw material in the public domain which can be adapted to meet local needs*
- *an attempt to improve our Nation's schools through research*

P|*utting*
R|*esearch into*
E|*ducational*
P|*ractice*

system (SEA and local education agency (LEA)); and a three-echelon system (SEA, an intermediate unit of some sort, and LEA). Only Hawaii has a single-echelon system; the two-echelon system prevailed in the following 17 States, the majority of which are located in the Southeast (Alabama, Alaska, Connecticut, Delaware, Florida, Georgia, Idaho, Kentucky, Louisiana, Maryland, Nevada, New Mexico, North Carolina, Tennessee, Utah, Virginia, West Virginia); and the three-echelon system existed in the remaining 32 States. (3: 17)

Although disparate studies have identified changes in school organization and administration, little has been done to codify or collate data from the various studies. This study focuses on "cooperation in education," a concept receiving considerable attention today with the more persistent reluctance of voters to support school bond issues and budgets. The move toward formal cooperation may be one move toward economic efficiency of school systems, as well as toward a sharing of information to help solve common problems.

The emergence of educational cooperatives, variously organized to serve diverse purposes, promises a response to problems and challenges of society. In an interpretive study supported by the U.S. Office of Education, Dr. Larry W. Hughes, Dr. C.M. Achilles, James Leonard, and Dolphus Spence of the University of Tennessee, Knoxville, examined in some depth data about educational cooperatives. In this report they present and analyze the data on the nature and kind of cooperative endeavors, their organization, governance, finance, services, personnel, and trends. There are many examples for each major classification of educational cooperation; this study highlights only a few, while reviewing and synthesizing many.

The rapid expansion and increase of the number and type of educational cooperatives indicate an implicit assumption by many educators and school boards that cooperative arrangements have the potential to improve educational practice. However, not all educational cooperatives are equally effective or have similar roles or functions; it may be possible to identify constraints upon cooperative activities.

DEFINITIONS OF EDUCATIONAL COOPERATIVES AND STUDY PARAMETERS

Many definitions of educational cooperatives or regional education agencies have appeared in publications or have been offered by experts; some would suffice as an operational definition of educational cooperation. A definition should be broad enough to include all the kinds of educational cooperation included in this study, as well as many cooperative arrangements outside the scope of this study. However, no single definition is appropriate: what is necessary is the understanding of a concept. Thus, there follow some general statements designed to give the reader the "flavor" of the idea of an educational cooperative.

- A cooperative is a consumer's organization started by consumers and not mandated from above; it is a participatory organization.

- An educational cooperative is a joint effort of two or more educational organizations which has as its purpose change and innovation in education and to enlarge the scope, quality, and accessibility of programs and services in education.

- An educational cooperative is built upon an exchange system; it is a voluntary, mutually rewarding system.

- An educational cooperative allows each of the districts to remain independent, is permissive in its operation, works toward comprehensive change, provides a cost effectiveness ratio somewhat lower than an individual district would have if it were working alone, and is primarily interested in developmental aspects of education and programs.

- In a voluntary educational cooperative, employees are not full-time members of a standard political unit such as the local school unit.

- One goal of a cooperative is to provide clients access to certain features of quality education through the pooling and extending of resources. An educational cooperative is generally thought of as a system within a defined region containing a number of contiguous (although not necessarily so) independent *school* districts which develop and share educational resources through the use of such things as communications media, mobile facilities, joint research and development activities, and computer and data processing technology.

- The educational cooperative, a multidistrict confederation, provides the conceptual and organizational framework for local school systems to increase their capabilities to product quality education. . . . (It) provides structure for the joint solution of interdistrict and inter-State educational problems. It also promotes widespread dialog among professional educators and the wider intellectual community. . . . The educational cooperative is a confederation of autonomous school systems whereby each retains local control . . . (and) is not merely a service center or service unit. It is a process whch integrates cooperating schools as its components. . . . (It) is not a consolidation of a few . . . school districts, but a creation of them. (6: 3, 11, 18, 19)

Figure 1 provides a detailed definition of an educational cooperative as set forth by the Appalachia Educational Laboratory (AEL), Charleston, West Virginia, an agency which has been actively promoting educational cooperatives throughout Appalachia. This definition, while satisfactory for cooperatives comprised wholly of school or educational systems, does not specifically include other organizations such as businesses, industry, financial sources and foundations, or service agencies.

WHAT IS IT?

The educational cooperative is a new system of education engineered to increase access to educational opportunity and to improve the quality of education. The educational cooperative can be a federation of small and medium-size school districts, or it can be a decentralized system of education for metropolitan areas, such as New York and Chicago. In either case, a high degree of local participation is retained; a higher degree of equality in *educational opportunity* can be achieved; and advanced educational practices can be introduced and sustained. The educational cooperative gives central consideration to the locus of change as well as the inventions of change.

Through the educational cooperative system of education all school districts can operate under maximum economic conditions, effect better utilization of staff, and improve the cost effectiveness of education. This system can enable education to overcome problems of deprivation, effect higher degrees of individualized instruction, overcome problems of distance and time, and deal more effectively with the knowledge explosion. It is a system designed to effect the regeneration of curriculum development as opposed to add-on curriculum development.

HOW DOES IT WORK?

The educational cooperative is not a superstructure imposed upon existing school systems; it emerges as a creation of them. Small contiguous school systems join together to create the capacities to perform educational operations that cannot be implemented in the present structure. Giant school systems can decentralize into local autonomous units but retain the advantages of the large district. A new administrative structure is established providing for both local autonomy and multidistrict coordination and operation. A new integrated system of instruction is effected through the use of mass and individualized communications media and mobile facilities. A system of planning and evaluation is implemented. An operations system of communications is established, and new administrative practices are introduced incorporating legal and financial requirements, new staff utilization patterns, and new staff training procedures. State departments of education and colleges and universities participate with the local school in responsible roles in the planning and execution of these functions.

New approaches to instruction are required for the operation of the cooperatives system. . . .

Figure 1.--The educational cooperative (7: Excerpts)

Specialized kinds of educational cooperation were identified during this study. When the scope of these cooperatives was reviewed, the project advisory committee and project staff were forced to limit areas of concern of the study. Omitted from the study are educational cooperatives between or among institutions of higher education, specialized vocational or junior college districts, ad hoc projects funded under title III of the Elementary and Secondary Education Act (ESEA), and organizations which have the Federal Government as the sole funding sources, such as the educational laboratories or research and development centers.

Vocational schools and districts are more "local" organizations even though they may serve several districts, and are not really cooperatives in the true sense; pupils are sent to them on a tuition basis or through some other way.

The most important criteria for inclusion in the study were that the cooperative must have a definable board of control and/or formal organizational structure and include an educational organization in the combination; constituent organizations must make some contribution to the cooperative's operation; and the cooperative must have some history of existence or promise of continued existence not dependent totally on Federal funding.

KINDS OF COOPERATIVES IN THE STUDY

Diverse kinds of cooperative arrangements exist in education. Some cooperatives are well known and exist to provide for an extension of the "regular" education program--special vocational and technical school districts, junior or community college districts. Other arrangements are totally federally funded and supported for specific purposes--title V, ESEA, special projects and title IV, ESEA. educational laboratories and research and development centers. Title III projects and centers are supported with Federal funds through a State grant program; institutions of higher education have enough different kinds of cooperative arrangements to justify a separate study.

This study focuses upon educational cooperative arrangements that *primarily* influence elementary and secondary education and that have some emergent or special functions. These educational cooperatives, multi-district units, or regional education agencies (REA) have been grouped in the following categories for purposes of presentation: intermediate educational service agencies, voluntary educational cooperatives, school study or development councils, and school-industry cooperatives.

Intermediate Educational Service Agencies (Units)

Intermediate educational service agencies, or the second of the three-echelon formal educational structure, have existed for many years.

A 1966 study (8) reviewed several questions pertinent to the current study. One major question was: What is the existing structure of the intermediate unit in the 50 States. The following provides a summary of the status of the intermediate unit (one form of educational cooperative) in 1965:

> *States with no intermediate unit*--Alabama, Alaska, Connecticut, Delaware, Florida, Georgia, Hawaii, Idaho, Kentucky, Louisiana, Maryland, Nevada, New Mexico, North Carolina, Rhode Island, Tennessee, Utah, Virginia, and West Virginia.
>
> *States with county unit systems*--Although the States under this classification had no intermediate units, some had county superintendents of schools. The county superintendent in these cases had full administrative responsibility over county-wide school districts. This arrangement is known as the county unit system and it must be carefully distinguished from the county intermediate unit system where the county superintendent fills an intermediate role.
>
> Four States had all territory located in county-wide school districts. These States were: Florida, New Mexico, Nevada, and West Virginia.
>
> States with some or all county unit systems were: Alabama, California, Florida, Georgia, Kentucky, Louisiana, Maryland, New Mexico, Mississippi, North Carolina, South Carolina, Tennessee, Texas, Utah, Virginia, and West Virginia.
>
> *States with intermediate units*--The intermediate unit systems described in this section include the county office of education, the supervisory union, and the new form of intermediate unit. These intermediate units are located between the State office of education and the local school district for the purpose of performing various functions deemed necessary in a State system of public education. (8: 15-16)
>
> Twenty-four States maintained a county intermediate unit system in 1965: Arizona, Arkansas, California, Colorado, Illinois, Indiana, Iowa, Kansas, Minnesota, Mississippi, Missouri, Montana, Nebraska, New Jersey, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, South Dakota, Texas, Washington, and Wyoming. (8: 17)
>
> Major changes were taking place in at least six of these States in 1965. Colorado, Iowa, Nebraska, and Washington were in the process of forming a new type of intermediate unit. Missouri, Minnesota, and Wyoming were simply abolishing the county office. (8: 17)
>
> *The supervisory union*--One form of the intermediate unit is found in the New England States where school districts usually coincide

> with towns and cities. In situations where the towns are too small to have their own superintendent, several towns join together and employ a common administrator to provide supervision over the schools. This is described as a supervisory union . . . Through the supervisory union, rural districts and small communities are able to join together to obtain professional services that are available to larger urban districts. Connecticut, Maine, New Hampshire, and Vermont are listed as having supervisory unions. (8: 18-19)
>
> *The new intermediate unit*--The new form of intermediate unit, ideally, would have an elected governing board of education, a professional administrative officer appointed by the governing board, adequate State and local financing, a service area large enough in enrollment to justify a comprehensive program of services for local school districts, and generally serve at the request of local educational agencies.
>
> New York was one of the first States to develop a form of intermediate unit in 1948 when the Board of Cooperative Educational Services came into existence. Since 1955 six other States have enacted legislation making it possible to establish newer forms of intermediate units. These States were: Colorado, Iowa, Michigan, Nebraska, Washington, and Wisconsin. (8: 19)

Since the writing of this study in 1966, two more States have formally developed newer types of intermediate units--Texas (Regional Educational Service Agency) and Pennsylvania (Intermediate Unit).

Voluntary Education Cooperatives

Voluntary educational cooperatives are those cooperative educational arrangements that are in no way mandated by legislation or regulation. (The general concept of voluntary education cooperatives includes the school study or development councils and school-industry cooperatives. Both, however, are treated as separate categories in this report due to their unique functions and structures.) Excluding the study councils, voluntary educational cooperatives generally have a short history of development and are considerably more flexible than older organizations in education; many of these are emerging organizations formed through a grass roots local concern.

Voluntary educational cooperatives generally try to coordinate or harness the strengths and capabilities of the constituents to develop or generate a structure to provide flexibility, power, potential and direction for change and innovation. Voluntary cooperatives often include expanded "mixes" of groups or agencies, such as combinations of local schools, higher education, title III centers, regional educational laboratories, State education agencies, and other social or community agencies. A well-developed voluntary cooperative protects the autonomy or local control of the basic local unit while providing the benefits of a complex agency. The voluntary educational cooperative stands as an innovative approach to school district organization, and, according to a working draft of the Appalachia Educational Laboratory (6: preface), has the potential to provide:

- An improved design for the provision of leadership services by State departments of education, institutions of higher education, research and development centers, and other agencies and institutions
- A reshaping of the roles and responsibilities of lay school boards and of professional school administrators
- Improved ways of introducing and sustaining new practices and research findings in education
- A vehicle for modernizing the curriculum, including ways of building receptivity to innovation, providing expertise for implementing new approaches to education, and insuring continuous evaluation of the effectiveness of the curriculum
- An economical and efficient plan for providing specialized services too expensive for individual school districts

There presently is concerted action toward the development of voluntary cooperatives in some Appalachian States (Virginia, Kentucky, Tennessee, Pennsylvania, North Carolina, and to a lesser degree, Northern Georgia and Alabama) under the auspices of the Appalachia Educational Laboratory (AEL) and the Appalachian Regional Commission (ARC) with the assistance of other agencies. The Educational Research and Development Councils of Minnesota provide another kind of voluntary cooperative.

School Study or Development Councils

School study councils were initiated in 1942 based upon the late Paul Mort's concept of "pool and share." Although there have been slow periods in the growth of the study council movement, it has been continuous and 1970 saw the development of at least 10 new councils.

A school study council (also often called school development council) is a group of local school systems loosely confederated, usually under the sponsorship of a college of education, organized for the purpose of solving defined educational problems existing in member schools. Although different in organization from other educational cooperatives, it is formed for many of the same purposes; i.e., it aims to accomplish through shared resources that which could not efficiently be accomplished singly. Major differences seem to lie in the nature and kind of services which are shared and in the unique role played by institutions of higher education with member schools.

In 1969, the National School Development Council (NSDC), incorporated under the laws of Massachusetts, was formed to provide a central office for study and development councils. The NSDC lists 80 active study councils in 1970.

Study councils, although primarily centered in the Northeast, have spread throughout the United States and are located in 31 States. One of the study councils, the New England School Development Council, spans six States and has over 250 member school districts.

Dissemination and information sharing are major intercouncil activities. Many councils share their publications and research results at no cost. This activity provides a network for channeling ideas from all over the United States into local schools.

Study councils have often provided the base for development of other cooperative activity, including more structured and formal cooperative arrangements. They have sometimes coopted the title III functions for a region.

School-Industry or Industry-Education Cooperatives

Another phenomenon in the development of educational cooperatives is the industry-education cooperative. Most of the industry-education cooperatives are found in urban areas with population of 500,000 or more, usually working with schools with heavy concentration of urban poverty. Industry-education councils, usually operating on a regional basis, are scattered throughout the Nation. Prominent industry-education or business-education councils are found in California, Connecticut, Delaware, Illinois, Iowa, Massachusetts, Ohio, Oregon.

A major force in the development of industry-education cooperation is the Education Research Council (ERC) of America, located in Cleveland, Ohio.

The industry-education cooperative is a different organization and concept from the emerging "education-business partnership" where business profit is a major goal, although both arrangements may be working directly for the improvement of education.

Other Cooperative Arrangements

Some special-purpose cooperatives and some cooperatives that combine elements of other classifications of cooperatives fall into this category. Regional Instructional Materials Centers (in Pennsylvania, for example) derive funds both from member districts and from Federal sources. The primary purpose of the RIMC is to provide increased media services and materials to member schools. Other special-purpose cooperatives can be identified that have specific and quite limited purposes such as computer assistance or television network services to member districts.

In some cases school study councils have either become the focus of title III, ESEA, activity (for example, the Genesee Valley School Development Association and the Western New York School Development Council); or the title III activity has basically taken over the functions of the study council or the cooperative, as is the case in some places in Texas, where the Texas Regional Education Centers have blanketed the State.

Since both the single-purpose and the mixed-funding cooperatives are expanding their operations, they are included in the body of the study under the major cooperative classification that they most closely resemble.

FEDERAL INTEREST IN COOPERATION: LEGISLATION

Higher Education Act

In a discussion of educational cooperation, the year 1965 is a logical dividing point between basically *sub rosa* activity and open implementation of cooperative activity. In 1965 the Federal Government encouraged educational cooperation through several important pieces of legislation. The Higher Education Act (PL 89-329) encouraged cooperation between higher education and community agencies through title I, Community Service and Continuing Education, by requiring institutions of higher education to work closely with, and make their resources available to, communities for the solution of community problems.

Title III provided assistance to strengthen developing higher education institutions in several ways: (1) cooperation between a cooperating institution (bilateral); (2) consortia of developing institutions to work on common or similar problems; (3) connection of a cooperating institution with a consortium of developing institutions; and (4) other arrangements (e.g., "hidden" bilateral).

Elementary and Secondary Education Act

The Elementary and Secondary Education Act (ESEA), PL 89-10, and its amendments probably did most to encourage educational cooperation. All five original titles encouraged, or at least did not discourage, cooperation. As ESEA evolved, several programs required interagency or regional planning as a condition for funding. Title I provides funds for the improvement of education for disadvantaged youth through the utilization of a wide variety of nonschool social agencies and programs. Also, the guidelines of title I (as amended) indicate that a school system may apply for a grant up to 1 percent of its entitlement, or $2,000, whichever amount is greater, for planning purposes relative to expanded, more effective, or more efficient use of title I funds. (10: 2745) A number of districts could join and pool these planning funds to obtain consultant aid or a full-time planner to effect regional planning for title I. (11)

Title III, PACE (Programs to Advance Creativity in Education), was particularly aimed at educational innovation and supplementary educational centers. Most PACE projects encourage (or demand) cooperation between and among agencies with a view toward the improvement of education. As the funding of title III has changed from the Federal to the State level, some States have used title III for statewide regional development to promote planning and educational cooperation for the utilization of title III funds (e.g., Kentucky).

Title IV provides, among other things, for the development of regional educational laboratories originally conceived to serve a regional need and foster a kind of educational cooperation.

Title V also encourages cooperation. Section 507 provides for the interchange of personnel between the U.S. Office of Education and the State education agency and other State public organizations in education. Section 505 encourages multi-State cooperation for the identification and solution of common problems. To date, 31 Section 505 projects are operating or have been operated. (12: 61-63) These title V projects have shown that States can cooperate for improvement of education.

Title V has also provided that 10 percent of State title V funds be allocated to local districts to encourage local and multi-district educational planning and to assist with administrative activity. Some States have suggested in their guidelines for the administration of this section that priority be given for funding to districts that have formed cooperative arrangements or that are planning to work cooperatively. It would have been possible under title V for a State to make funds available for the development and administration of regional education agencies.

The ESEA's recognition and influence in strengthening cooperative programs between school districts is especially evident in the definition of an eligible "local education agency" under title II, III, and V. After careful consideration, the Senate Committee on Labor and Public Welfare modified their original definition which was accepted by the House of Representatives to broaden or clarify the inclusion of cooperative organizations. The modified definition found in Section 601, (f) title VI, of PL 89-10 reads as follows:

The term "local education agency" means a public board of

> education or other public authority legally constituted within a State for either administrative control and direction of, or to *perform a service function* for, public elementary and secondary schools in a city, county, township, school district, or other political subdivision of a State, or such *combination* of school districts or counties as are recognized in a State as an administrative agency for its public elementary and secondary schools. Such a term also includes any other public institution or agency having administrative control and direction of a public elementary or secondary school. (emphasis added)

The concepts of agencies which "perform a service function for" and the inclusion of "such combination of school districts or counties as are recognized" should be emphasized because of the thrust they gave to cooperative endeavors.

Other Federal Legislation

The Federal Government also provides for cooperation between education and other agencies in the Model Cities Program, in the development of area vocational and technical schools, and in the development of regional academic and/or development districts under various acts, such as the Appalachian Redevelopment Act, for example.

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PREP

No. 23-A

INTERMEDIATE EDUCATIONAL SERVICE AGENCIES

The formal incorporation of some type of multidistrict or multicounty intermediate service agency as an integral part of the State's formal education structure is a movement that has been increasing in strength since 1960. The demise of the old county office of superintendent and the growth of some form of intermediate or middle echelon organization has had tremendous impact on the States where this has occurred. During the past decade approximately 15 States have established a new unit of school government based upon a regional approach for the purpose of providing specialized programs and services for elementary and secondary schools or have reorganized existing units, usually the single county office of superintendent, for the improvement of educational delivery systems at the local school system level. Other States are currently examining this alternative through the State education agency, the State legislature, and/or executive branch of the State government.

Urbanization and the subsequent suburbanization with the inherent population shifts, and the increased demand for providing equal educational opportunity for all youngsters have placed greater responsibility upon each State educational system and the subsequent organizational structure. Even though education is constitutional a State responsibility, in operation most of the responsibility has been placed on the local educational agency. With the increased complexity of education and the specialized services and programs increasing in number and scope, local education agencies have not been able to keep up with the demand effectively and economically. Therefore, regional approaches to delivering services to meet the specialized educational needs of youth are increasingly being required.

ORGANIZATION

Intermediate educational cooperatives are an integral part of the State system of educational administration. These agencies are legally established or permitted through State legislation and subsequently encouraged through State, Federal and local funding. In most cases the intermediate unit is below the local education agency instead of a super-structure designed to overshadow the local school district; the intermediate unit receives direction from the local education agency. The State structure in which these organizations are found is frequently described as a three echelon system consisting of the State education agency, intermediate unit, and local education system. During the formation of the emerging regional intermediate unit, the old county superintendency has either been abolished or absor into the new intermediate unit.

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MEMBERSHIP

Membership in intermediate units consists of the local school districts which comprise them. In some States it is optional for the county to vote for inclusion, while in others it is mandated. Most States are divided into regional agencies in which all school systems are involved, although in some States certain large school systems are not permitted or required to join. In Iowa, the regional boundaries have been designed to include either a community college or area vocational school which would then become an integral part of the educational program, though not necessarily having membership.

GOVERNANCE

The traditional intermediate unit, the office of county superintendent, was either elected by popular vote or appointed by the State education agency. In some cases a policy board of elected lay citizens did not exist. More recently, the intermediate unit has consisted of a board of control elected by the people with the appointment of the executive officer. The emerging regional intermediate units vary in the manner in which the board of control is determined. In some States they are popularly elected; in other States they are elected by the school board members of the constituent districts from their own ranks; and in one State they are elected by a joint committee of the constituent school districts which is usually made up of the superintendents of the local education agencies. Situations exist where separate county school boards appoint a common administrator or superintendent who must meet separately with both boards in administering the joint unit.

It is generally recommended that the board of control be popularly elected lay citizenry with overlapping terms of office from 3 to 4 years. However, the election of a board of control by the school board members of constituent districts based upon a weighted ADM vote has merit.

The authority of the governing boards of the intermediate units is either established by law or through regulations established by the State education agency. It is recommended that, where possible, powers and responsibilities of the boards of control be established through regulations of the State education agency so that changes can be made more easily as needs arise. The literature also indicates that the board of control of intermediate units should be empowered to establish its own rules and regulations subject to State education agency and/or statutory and constitutional constraints. The board of control of the intermediate unit should, as it most frequently does, have the authority to appoint its chief administrative officer and to approve staff upon the recommendation of this officer.

SIZE AND GEOGRAPHY

Existing intermediate units have a wide range of student population depending upon the State's organization and natural geography or terrain. It is generally considered that the minimum student enrollment for any multicounty regional intermediate unit should be 10,000 pupils, with an optimum range of 50,000 to 60,000 students. However, this optimum is probably not sufficient to offer extensive computer programs and facilities economically and efficiently. One of the chief considerations in determining geographic size is the driving time from any point within the region to the center or centers that house program offerings. A common "rule of thumb" is that driving time to the centers should not exceed 1 hour for 90 percent of the area to be serviced.

Currently, intermediate units in the United States vary from single counties to multicounty organizations. However, the boundaries of the regional intermediate units may or may not be coterminous with the existing political county boundaries. This is usually determined by the strengths of the county political and administrative functions. Where the multicounty intermediate unit is not coterminous with county boundaries, the region seems to have been planned on a socioeconomic basis. Other considerations given to the formation of regional agencies are the number and kinds of local school systems involved, the financial base, trade and service areas, climate, the demand for services that would be placed upon the regional intermediate unit, and sociological community ties.

FUNCTIONS

The primary role of the intermediate unit is to offer programs and services to aid local school systems in providing equal educational opportunity for all students within the service area. The services provided by the intermediate units in the United States vary considerably. They may deal with inservice education, special education, guidance, curriculum development, vocational and adult edcuation, cooperative purchasing, educational television, electronic data processing, media, shared teachers, and libraries. Many regional intermediate units are extensively involved in planning on short- and long-range bases. These planning functions seem to be rapidly emerging and necessitate the regional intermediate unit working cooperatively with other State and Federal agencies.

Many of these intermediate units are involved in developmental programs which are designed to work out the "bugs" so that the program can be spun off as soon as the constituent districts are able to support it internally.

Whatever the types of services provided to local school districts, they are usually determined by the inability of the local district to provide the service on an economical, effective, and efficient basis itself.

It should also be pointed out that those intermediate units which do *not* have a State regulatory function operate most effectively with the local education agencies and are seen as providing services *to* and not *for* the local education agencies. Naturally, this has implications for State laws, rules and regulations.

PERSONNEL

Highly qualified and highly specialized personnel is the most striking characteristic of successful intermediate cooperative education units. The following types of specialities indicate the variety of personnel needs connected with intermediate units: (1) curriculum content, (2) legal problems, (3) team teaching, (4) flexible scheduling, (5) educational planning, (6) educational redesigning, (7) testing, (8) programed instruction (9) curriculum research, (10) research, (11) educational television, (12) child development, (13) teacher recruitment, (14) communications, and (15) general administration. One intermediate unit in Michigan employs a full-time lobbyist to work with State and Federal legislators in obtaining or influencing new legislation and possible sources of funding.

Excellent salary schedules and other fringe benefits and privileges are apparent keys to the successful recruitment of quality staff personnel. The regionalism of many intermediate units provides a "district" size large enough to allow for a high degree of specialization by extremely qualified personnel who are typically given the freedom to perform within their own specialty area. Current and projected activities of intermediate units will require personnel trained in planning, communication, media and technology, program development, evaluation, computer applications. Some intermediate units have been forced to develop their own training programs, especially in the rapidly emerging area of educational planning.

FINANCING

Intermediate units vary in their authority to levy taxes to provide funds for operational programs. Some have been deliberately limited in the amount of State funds provided for administration and program operation to force local cooperation and mutually funded programs between constituent members of the intermediate unit. It is recommended that the intermediate unit be empowered to levy taxes and have fiscal independence and integrity. Intermediate units should be eligible to receive Federal aid, other gifts, and grants for the operation of specialized services. Regional intermediate units should also be eligible to bond for the construction of facilities. Contractual arrangements between the intermediate unit and local school systems to provide services are one of the most common forms of funding and definitely indicates program commitment. Some States provide funds on a matching basis for specific programs. Title III of the Elementary and Secondary Act has been used extensively in funding operational programs at the intermediate unit level. The trend toward more planning and evaluation activities through title III of ESEA encourages continuation of this funding since the intermediate unit is one of the most logical agencies to perform these tasks.

TRENDS

Some type of intermediate unit between the local school system and the State education agency appears essential since public education is obviously involved in a period of profound change, and modern conditions will continue to dictate further change. Most recent developments have emphasized the regional concept of multidistrict cooperation with coordinative planning and supplementary service functions. Since 1965 there has been a considerable movement toward the establishment of intermediate units on a regional basis with many States considering this alternative. The advantage in this type of an agency that is most attractive to local education systems is the ability to maintain local autonomy while obtaining needed specialized services for students. A matter of prime consideration for the establishment of multicounty intermediate units is that this structure provides an opportunity to equalize the tax base at a more local level than has previously existed.

While mid-America has been the center of the force for the emergence of the regional intermediate units, the southeastern United States, which has few of these cooperative programs, has probably the most potential for their development. (The recent emergency of voluntary educational cooperatives and investigations of legislative councils, gubernatorial committees, and State education agencies into regional education service agencies in the Southeast emphasized this point.) It is obvious that the single county office of county superintendent is waning and other structures must be found to provide the services.

Regional intermediate units do indeed have a meaningful future. Many educational functions require a regional approach. This is especially true in rural areas. Those areas lacking cooperative structures can certainly learn from the experience of States and regions where achievement has been made.

SELECTED INTERMEDIATE AGENCIES

States have named their middle-echelon regional agencies differently. Examples of regional intermediate unit names in the following States are:

- Colorado: Boards of Cooperative Service (BOCS)
- Iowa: Regional Educational Service Agencies (RESA)
- Nebraska: Educational Service Units (ESU)
- New York: Boards of Cooperative Educational Services (BOCES)
- Oregon: Intermediate Education District (IED)
- Pennsylvania: Intermediate Unit (IU)
- Texas: Regional Education Service Center (RESC)
- Washington: Intermediate School District (ISD)
- Wisconsin: Cooperative Educational Service Agency (CESA)

Included in this section are summaries of four States--Iowa, New York, Texas, and Wisconsin--that have developed regional approaches to middle-echelon administrative service units. These summaries illustrate different organizational characteristics of intermediate agencies.

Iowa

The Iowa legislature in 1964 enacted legislation providing for statewide patterns of merged areas, subject to approval by the State Board of Education. Iowa approached its problems in a unique manner by conforming the regional agency development around area vocational schools and community college organization. The State board originally approved 15 "merged" areas for vocational schools or community colleges. Ten were designated for community colleges offering vocational school purposes. "Merged" area boards, consisting of five to nine members elected by popular vote, can levy taxes for operation, and the voters can levy additional taxes for facilities. Legislation also provided for the combination of two or more county intermediate districts. These combined intermediate districts would thus meet the State board policy of matching the "merged" area established for vocational schools or community colleges. Some counties have combined and others are in the process of study. (2:44)

A 16th area has been proposed under the plan for the establishment of 16 multi-county intermediate districts. These centers have been designated to receive all ESEA IV funds for regional library and materials centers and some ESEA IV funds for special education services. (Proposed legislation for the mandated establishment of these centers may be offered in 1972.) The superintendent of the Iowa State Department of Public Instruction said that the regional education service agency has top priority and will be a vehicle for changing classroom instruction through the provision of services, and that each center needs computer facilities for fiscal reporting, computer-aided instruction, and so on. Currently, there are nine combinations of at least sections of counties established in the multidistrict organizations.

To show the success of these multidistrict organizations, the superintendent of schools for the Joint County System of Cedar, Johnson, Linn, and Washington Counties indicated that the joint county system was about to introduce a cooperative buying program for the purchase of paper supplies and audiovisual equipment with the estimated saving to local districts of 15 to 25 percent. With the addition of two delivery vans to the Joint County Media Center, over 36,000 books and 25,465 films had been used by the close of the first semester as compared to 35,851 books and 25,534 films used during the entire 1967-68 school year. (21)

New York

In 1948, the New York Legislature authorized local school boards to form Boards of Cooperative Educational Services (BOCES) as a corporate body extension of local districts and subject to their control. New York established the BOCES pending the creation of intermediate districts. However, the BOCES seemed to work so effectively that the intermediate districts were never formed. (22:13) "The express purpose of the BOCES organization was to provide shared programs and services, particularly in rural areas where limited resources often restrict the depth and breadth of offerings in individual school districts." (23:1) For the most part establishment of BOCES followed the jurisdication of the district superintendency.

While in 1960 there were 84 BOCES, the number had been reduced to 53 by January 1970. (23:1) Currently, there are plans for a network of 45 BOCES, but since some of these may not be large enough geographically for certain needs, there continues to be a need for regional (multi-BOCES) sharing.

The establishment of BOCES is contingent upon a majority vote of the boards of education and school trustees of the school districts of a supervisory district. Independent school districts within the supervisory district may become members of the BOCES upon resolution of their board of education and the BOCES organization subject to the approval of the Commissioner of Education. However, once approved, these districts may not withdraw membership and must participate in *administrative* costs of operating the BOCES. In 1963, the BOCES membership was extended to all city and village districts with populations less than 125,000. (24:4)

The BOCES board consists of five to nine members elected by a majority of the school board members of the member districts. While the BOCES is a separate entity from the local school districts, it is in effect a legal extension of the local school district. The chief administrator of the BOCES is also the superintendent of a supervisory district. The number and geography of the supervisory districts are slowly being reorganized to be coterminous with the BOCES as retirements of superintendents occur. While the BOCES does not have tax levying authority, it can build and own property for vocational schools under the State Dormitory Authority. (25:12)

The BOCES are required to share services which cannot be rendered singly by the local district. These services however, should not replace currently operating sound programs. Services should be those which can meet standards to justify expenditures. Shared personnel cannot be provided to one district for more than 60 percent of their time. Shared services should not hinder reorganization efforts. Approval of shared services, including services for which there is no State aid, is for 1 year. Sparse population, distance, and other factors are considered in determining specific services. The physical facilities must be available. Teachers are subject to the same certification requirements as local district personnel and may not be employed by the cooperative and school district at the same time. (26:7-8)

Each BOCES is an area public education agency created by order of the New York State Commissioner of Education on petition by local boards of education. Except for administrative costs, BOCES services are not imposed upon local districts but are the direct result of local districts' requests. Programs are supported by contract costs paid to BOCES by local districts. The BOCES receives State aid for its programs. (23)

The BOCES (1) appoint superintendents, (2) prepare budgets to operate educational programs, (3) furnish upon request part-time educational services to districts too small to employ full-time teachers, (4) make available services to supplement local staff, (5) determine needs by survey and research projects, (6) introduce new programs to fill these established needs, (7) operate vocational-technical education programs, (8) work with physically handicapped and mentally retarded children, (9) improve lines of communication, and (10) provide supervisory service responsibility to the supervisory district program. (26)

New York BOCES are not generally coterminous with the county boundary lines, but are built around basic socioeconomic units rather than political subdivisions. (22:25)

As an example of a BOCES, the first supervisory district BOCES in nothern Westchester County is composed of 13 school districts covering 250 square miles and a student population of over 40,000. While historically this BOCES began operation with shared teachers and guidance services, these efforts have been supplanted by programs and services with an annual budget in 1967-68 of $3.5 million. This BOCES provides administrative and data processing aid, inservice workshops aid in personnel selection, and liaison with the State department of education. The electronic data processing component is concerned with pupil records, attendance, payroll, scheduling, and other information tasks. Special education for children who have learning disabilities, who are mentally retarded, or who are educable mentally retarded is the largest single effort undertaken by this BOCES. Through this component a training ground for young teachers who wish to become special educators is provided. Over a dozen different vocational-technical education programs are offered on a centralized campus. Guidance and child study activities are based on a program of testing and counseling for students referred from local schools. Personnel services, occupational and college selection, inservice education for teachers, library science, mobile reading units, research (especially in the area of computer-aided instruction), instructional media services, psychiatric consultative service, and transportation are provided.

In addition to the BOCES concept, the New York State Department of Education has proposed 16 regional centers for educational planning and development of education and would be financed by Federal, State, and private sources. It is proposed that each center be administered by a regional council appointed by the commissioner of education and have a small permanent staff or professional and support personnel. Institutions of higher learning, post-secondary schools, school districts, libraries, and museums would be included within each center. As problems are identified, staff members of regional centers would act as catalytic and coordinative agents in the utilization of the entire resources of the region for the solution of problems. (27) (At the 1970 National Conference on Regional Educational Programs, it was suggested that this possibly is the beginning of a "four-echelon" system of State education.)

Texas

Texas established 20 Regional Education Service Centers (RESC) through the authorization of the legislature in 1965 for the establishment of State-supported regional media centers and a subsequent broadening of the definition to include provisions for a broad range of supplementary services. The Office of Planning in the Texas Education Agency had conducted an indepth study of the feasibility of providing services on a regional basis, including the relationships of title III, State department of education, higher education institutions, regional laboratories, and research and development centers. Therefore, the establishment of these education service centers became an integral part of the State education planning machinery. The major efforts of these educational service centers are to provide locally oriented bases for planning, operate regional media centers, coordinate and encourage development of title III programs, and provide additional regional services.

In determining the nature of the regional boundaries, the State board of education looked at pupil population, geographic area, educational and cultural resources, and regional designations formulated by other State agencies for the purposes of planning. Thus, the State education planning fell into concert with other statewide planning programs.

In May 1967 each RESC received $67,000 to plan and employ staff. Each LEA was asked to appoint a representative to serve on the Joint Committee for its region. Members of the Joint Committee are almost unanimously local school superintendents. The Joint Committee, then, elects lay citizens to the service center board of directors. This board of five to seven members residing in the region appoints the executive director and meets with the Joint Committee for planning purposes.

There is strong emphasis on the fact that the education service centers are not intermediate administrative units but are concerned with providing services *for* the local district and not *to* the local district. This concept is greatly aided since the centers are *protected from any regulatory functions*. There is also an extreme emphasis on comprehensive educational planning in establishing priorities, goals, and plans of action. Independently each service center listed educational personnel development as one of its greatest needs, and therefore, the State has set this as its number one priority.

Membership in a regional education service center is not mandatory. However, the school districts may choose to be represented on the Joint Committee and participate fully in planning without receiving the cooperative services. Under provisions of a statewide plan, the center can provide the following computer services: student scheduling, test scoring, grade reporting, pupil attendance, and payroll.

Each center receives Federal, State, and local funds. Federal funds are primarily through titles III and IV of ESEA. The education media operations centers are financed mainly through State and local funds. The State allowed the centers up to $1 per pupil in average daily attendance if the local district would match the State share. The dependence of Federal funds for a large portion of the financial support tends to produce an unstable situation as a result of the *uncertainty of continuous funding*. (28)

Two unique educational positions have been created as a result of the development of service centers--educational planners and educational communicators.

The educational planner is responsible for assessing educational needs and developing systems and means whereby these needs may be met in the region. There is one planner for each district, and they meet regularly with the Office of Planning of the Texas Education Agency. To train personnel for this position the Texas Education Agency contracted with General Learning Corporation to develop a training course for educational planners. Ultimately 20 planners were trained.

The training of educational planners did not end, however, with the initial 20 regional center planners. Each of these persons then was charged with the responsibility of returning to their region and conducting in the local school districts the same type of workshop. Each local school district now has an "educational planner" of some type, who works directly with the regional educational planner at regular meetings throughout the year. There is much local feedback and much local participation in the activities of the center.

The second unique position which has been created for the RESC is that of the educational communicator. The problem of how new programs and procedures were to be disseminated throughout and between regions was early identified by local and State leaders. Thus, there was created a "linker."

Wisconsin

Since 1947 Wisconsin has reduced its number of local districts from 6,000 to 570. (2:37) With the combination of many counties into a single unit and the reduction of enrollment of the public schools under the jurisdiction of county officers, the 1963-64 Wisconsin legislature established 19 Cooperative Educational Service Agencies (CESA) and abolished the county superintendent of school's office. Currently, each Wisconsin school district is a part of one of the 19 agencies with boundary lines generally not coterminous with county boundaries. (2:37)

The primary purpose of the agencies is to provide services and personnel to local districts they cannot economically and efficiently provide on their own. These are usually specialized and supportive services not commonly operational in local school systems. The agency "coordinator" is appointed by the board of control and serves as the chief administrator.

Each CESA is governed by a board of control composed of 11 members of the school boards of districts within it. Each year an annual convention is held to determine the board of control. Each LEA board appoints one of its members as its representative to the convention. No more than one member may be a member of any school board within a given union high school area. The board of control elects its own chairman, and treasurer. The agency coordinator is appointed by the board of control for a term of not more than 3 years. The policy-making body approves service contracts with school districts and county courts and determines each district's prorated share of the cost of shared service programs. The board of control has no tax levying authority, and State aid amounts to $29,000 per year (a raise to $35,000 is being considered). (29:11)

The CESA administrator's salary (minimum and maximum) is limited by law. The functions of these agencies are restricted to cooperatively planned and approved programs. By the establishment of CESA's and the elimination of the county superintendent of schools, each school system was assigned to its respective agency.

Initially, no State support was provided for services to school systems. Therefore, all financial assistance was on a contractual basis between the local school systems involved. Each local school system may choose not to participate in services provided. (30:25-26)

A professional advisory committee composed of each school district administrator in the CESA area meets at the request of the board of control or agency coordinator to provide advice. (29:12)

An agency school committee composed of lay citizenry appointed to 3-year terms by the board of control to help effect changes in school district structure and help implement plans to strengthen the administrative districts legally serves in the capacity of holding public meetings for grievances, to initiate petitions for legislative change, and to study and evaluate school district structure to determine if goals of equal and improved educational opportunities have been obtained. This committee, composed of seven residents of the territory within the agency, but limited to only one individual appointed from the territory served by each school district operating a high school, is appointed by a majority vote of the entire board of control. (29:13)

At least one CESA has recommended to the legislature that there be an increase in State administrative aid; an adoption of permissive legislation allowing the agency to employ an assistant or program consultant; an identification of those services that--because of efficiency, uniqueness, economy of frequency--can best be performed by service agencies and provide available State aid to encourage the use of such services by the service agency. (13)

Although CESA's have no jurisdiction of responsibility over school districts since the agency exists to provide, cooperatively, needed services to school districts by contract and school districts accept and pay for only those services for which they have contracted, CESA's can provide any service that a school district may provide. The CESA's also serve as liaison between the State and local districts, but they are not an arm of the department of public instruction. (32)

The major handicap in Wisconsin is the lack of taxing power and the small amount of State subsidy. (2:27)

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PREP

No. 23-H

SUMMARY, TRENDS, AND CONCLUSIONS

Following are the major findings of the study, the authors' interpretations of these findings, and some of the trends apparent from the study:

- More and more school districts in the United States are joining in various kinds of cooperative arrangements. These cooperative ventures provide a locus for such activities as program development, planning, State and Federal project development and implementation, and for working with community groups. The cooperative also provides a single location for foundations and other organizations to work directly with a number of school districts.

- Where less formal cooperative endeavors, such as participation in school study councils or personnel sharing, have occurred, formal arrangements seem to develop faster and to be stronger and more effective.

- Federal legislation has provided some impetus for cooperation. Title III, ESEA, funds particularly have been used for the development of planning regions on a statewide basis (e.g., Kentucky and Texas).

- Some States that have had formal intermediate units or other kinds of educational cooperatives on an informal basis are now redistricting, restructuring, or studying the same; consequently, some expanded regional networks with specific purposes are appearing (e.g., Minnesota and New York).

- There is a trend for the development of regional agencies not to follow county boundaries or be coterminous with other political boundaries, but to be designed on the bases of travel distance, socioeconomic similarities, and numbers of pupils which can be most effectively and efficiently served.

- New professional and organizational roles are appearing, and the cooperatives seem to be the location for the development of new personnel types. There is demand for persons with planning skills and for specialists in program development and technology. Educational Communicator is another identified emerging role.

- Some States and local districts are establishing cooperatives which, in effect, are creations of and controlled by the local districts; that is, the cooperative is formed under the control of the local agency and is not a part of the hierarchy between the local and the State level.

- The move toward cooperation appears to have been a function of or an assistance to small and rural districts striving to gain the equality of educational opportunity afforded pupils in large suburban or urban school districts. New and expanded services have been provided through the vehicle of cooperation. However, the decentralization of urban school systems leaves the previous central administration unit with many of the functions of regional cooperative educational agencies.

- There has been a dramatic increase in the growth of school study councils. The year 1969-70 saw the formation of the largest number of school study councils since the initiation of the movement in 1942.

- Regional education agencies are increasing their effectiveness by combining their planning and coordination capabilities, and coordinating these with other State regional efforts specifically developed for such areas as health planning, vocational education districts, and community college districts. In some cases, the regional education agency boundaries parallel these other planning or regional groups. The rapid growth of councils of governments or elected officials, regional planning commissions, and economic development districts in the 1960's has greatly influenced regionalism in education.

- There are two major roles and/or functions of regional education agencies: (1) to provide services to pupils and teachers in local schools and (2) to improve the administrative organization, structure, and operation of school districts within a predetermined area.

- Although much is said in the literature about the cost effectiveness or economic efficiency of cooperatives or regional agencies, there are few hard data on cost effectiveness or on evaluation of cooperative programs or the agencies themselves. This may be true because many cooperative programs are expansions, "add-ons" or improvements of the current program, and local districts are reluctant to replace or redirect ongoing programs with newer programs. Thus, certain economies and efficiencies cannot be ascertained. There is another artifact in the discussion of economy. By joining in cooperatives, local districts can obtain programs which they previously did not have. This is an expansion of services and does not reflect a reduction in the operating budget since there are more services. Thus, local districts can take advantage of new programs, but they do not show a hard cash dollar saving. The cooperative allows them to expand in areas where they previously would be unable to provide services.

- The large personnel demands of regional education agencies suggest that institutions of higher education should be cognizant of the need to produce additional educational experiences and training activities to prepare personnel for the specific roles in the educational cooperatives. (This is highlighted by the fact that Texas had to look outside the area of higher education to train their planners.)

- Many of the educational cooperatives that are not formal (i.e., State-mandated) organizations have not publicized their activities. There is probably much cooperation going on which is not known.

- The apparent impetus for much cooperation is at the grass roots level. Once informal cooperation becomes a "habit," formal cooperation is facilitated in a region. Indeed, even in New York State, which was the first to form the "new intermediate unit" with its Boards of Cooperative Education Services, there were numerous school study councils in operation since the early 1940's which gave impetus to statewide regionalism.

- Legislation which permits or requires regionalism shows some interesting patterns or trends. More recent legislation provides for the participation of the cooperative's employees in State retirement plans, but is silent on the question of tenure in the positions in the cooperative. Recent legislation provides some State baseline support for the regional agencies and, in some cases, incentives are built into the formula for support of programs in the cooperatives. Recent legislation is also more permissive in allowing various programs and in allowing authority for taxing if there is a local referendum in favor of it. On the other hand, some recent laws require a review and/or evaluation of the cooperative and the cooperative programs on a periodic basis. In some cases, legislation mandating educational regionalism indicates that the regional agency is to become an arm of the State education agency or specifies tasks which the agency is supported to perform.

- Cooperatives which do not receive State baseline funding or are not given provisions for State matching funds find it difficult to operate in many instances; a major continuing concern then is the location of financing for operation. Various organizational strategies and program development techniques have been forwarded to find the funds for operation of these co-operatives.

- Educational cooperatives allow the schools to respond more rapidly to social demands. Marginal or socially relevant programs can be experimented with more easily in the cooperative. "High risk" ventures are spread over several school districts, and there is less criticism if the program does not prove to be effective during the first few years of operation. School study councils probably initiated this approach as school administrators tried to find ways to legitimately experiment in the development of educational programs before research and development were legitimate functions in education.

- There is an obvious trend toward cooperation and regionalism in education. While the 1940's through the 1960's can be thought of as a period in American education when there was a great emphasis on consolidation, and the late 1960's will be remembered as a period when large school districts attempted decentralization in order to make massive school districts more responsive to segments of the local population, it is probable that the 1970's will be remembered in part as the time for the expansion of the cooperative idea. The educational cooperative or regional agency provides much of the flexibility and service capability of large districts while allowing for local control and direction of the individual districts or schools.

Part 19 of Ed. + Labor Committee hearing on reauthorization of ESEA (H.R. 15) in 1977

CESA

COOPERATIVE EDUCATIONAL SERVICE AGENCY, NO. 3

[illegible] A. PETERSEN, COORDINATOR

GILLETT, WISCONSIN 54124
TELEPHONE 414/[illegible]

BONDUEL
COLEMAN
CRANDON
CRIVITZ
FLORENCE
GILLETT
GOODMAN
LAONA
LENA
MARINETTE
MENOMINEE
NIAGARA
OCONTO
OCONTO FALLS
PEMBINE
PESHTIGO
SHAWANO
SURING
WABENO
WAUSAUKEE
WHITE LAKE

July 26, 1977

Robert J. Cornell
Capitol Hill Office: 1512 LHOB
Washington, D.C. 20515

Dear Father Cornell,

I have received a copy of the letter sent to you by Congressman Quie in response to my letter of June twenty-first, as well as the Congressional Record from June second when HR 7571 was introduced. Thank you for your concern in this matter.

In his introductory remarks, Congressman Quie quotes Dr. Owen B. Kiernan, "Using educational need, rather than income level to determine eligibility for Title I, is a constructive approach. We agree that Title I should not be an educational subsidy tied to low income. Rather, it should be an educational subsidy tied to low achievement."

At the present time Title I locally is serving those children with the greatest educational need disregarding low income data, which is only used for allocation purposes. Many times in talking with parents, I have praised congress for writing this feature into the original law.

I totally agree with Congressman Quie that the current method of obtaining census and AFDC data is cumbersome and outdated. I would suggest that instead of funding a national assessment (NAEP), states be allowed money for updating low income data on a two or three year basis. In Congressman Quie's proposal, he said, "Once the dollars are received at the state level, it will be up to the State to devise the means to accomplish intrastate allocation." What happened to the non-biased testing of 7-year-olds?

Adjustments should be made in the targeting procedure also, as mentioned by Congressman Quie when quoting Mr. George Barnes from Clearfield, PA. I am enclosing copies of the legislative recommendations made by the Wisconsin Association of Title I Co-operative Directors and the Title I Directors from large cities in Wisconsin. Note the suggested change for the targeting procedure.

I appreciate the difficulty you have in making decisions in so many different areas. If I can be of further help, please let me know.

Sincerely,

Wanda Richards

Wanda Richards, Director
ESEA Title I - CESA #3

The following are recommendations that the Wisconsin Association of Title I Group Directors would like to have considered for adoption in the authorization legislation of ESEA Title I.

1. The continuation of the present categorical system for determining allocations for local school districts based on incidence of low income. National criterion referenced testing and funding based on educational need would be unmanageable.

2. Continued usage of the Orshansky formula until a better method can be devised for funding.

3. Using the same criteria (cut-off) for determining low income families in both rural and urban areas.

4. Continuation of the 85% hold harmless provision after the 1980 census.

5. Eliminating targeting requirements in a school district with a single high school. This would enable Title I to meet educational needs as population shifts occur within the elementary centers.

6. Comparability demonstration in October of each year only, exclusive of services provided to the handicapped.

7. Elimination of comparability and targeting requirements where districts are desegregating voluntarily or through court order. Title I funds should follow the child to the building of attendance.

8. Utilization of a five year census with a provision that more rapid dissemination of information be required of the census bureau.

9. Authorization for a multi (3) year period for the following reasons:

    a. decreased paperwork
    b. allows for more effective evaluation
    c. permits continuity of services to children
    d. retention of staff
    e. continuity and training of staff
    f. eliminates carryover problems.

10. Needs assessment, program application and narrative evaluation be submitted on a 3 year basis.

11. Process evaluation on a continual basis involving the usage of LEA instruments to monitor a child's, parents' and teachers' progress in the program.

12. Continuation of Parent Advisory Councils as an integral part of Title I.

13. The appropriation of sufficient funds to meet the increased costs of serving the educationally disadvantaged.

14. The set-aside of 30% of CETA funds to employ personnel to meet the needs of Title I eligible children in the upper grades. There is a demonstrable need nationwide in this area. CETA programs are usually quick funded but slow to start.

15. Continuation of forward funding.

16. The discontinuation of the incentive grants. These funds should be transferred to the basic allocation to the state and distributed according to state/county formula.

17. The elimination of provision of services for handicapped, neglected and delinquent children under ESEA Title I. There are too many areas where state and federal guidelines conflict or overlap. The Bureau of the Handicapped, or a like agency, in each state could better serve these children.

Exhibit 3

Declining Enrollment, Inflation and Mandated Programs

While the number of students in Michigan schools is declining, the cost of providing quality education continues to increase. Between the 1975-76 school year and the 1980-81 school year, the decline in student enrollment was over a quarter of a million students (see Appendix A). While this decline in student enrollment has affected our schools, it has not brought us declining costs. Inflation has doubled, tripled and even quadrupled the costs of books, paper, employee benefits, transportation and everything else that schools provide. New programs mandated by federal and state government have added to the cost of education. While providing dramatic improvements in education for disadvantaged groups, the price tag is also very dramatic. Examples of these mandated programs include (a) Public Law 94-142 requiring total educational service programs in special education; (b) Title IX, the equal opportunity law, resulted in equal access to athletic programs; (c) vocational education; (d) driver education; (e) bilingual education; and (f) auxiliary services for nonpublic schools. These and other programs have added to the cost of operating our schools.

While inflation and new programs are part of the increased cost of running schools, other factors should not be forgotten. Building maintenance is one example. The cost of operating a building for 600 students, including heating, electricity and maintenance, is the same as if you have 500 students in the building. Fewer students do not mean you use less heat in the schools.

Six years ago the Michigan Department of Education estimates showed that utilities took 2.5% of the school budget. Recent reports indicated that utilities are taking from 8% to 8.5% of the school budget, and there is no end in sight to continued escalating utility costs.

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It can easily be shown that the rate of increase of school operations far exceed the growth of school revenue. A Michigan Association of School Administrators analysis of expenditures for all districts in the state from 1967-68 through 1977-78 shows that operating expenditures have increased 159.38%. The years 1978 through 1980 experienced inflation of 30% which would significantly raise that figure.

History of School Borrowing

Another indicator of the need for planning for declining resources is the history of borrowing done by Michigan schools. According to the Michigan Department of Education in fiscal year 1979-80, there were 393 applications to borrow $402 million; 1980-81 showed an increase to 648 applications to borrow $628 million, and in 1981-82 it has increased to 695 applications to borrow $800 million. More districts are borrowing more money in order to keep operating (see Appendix B).

In a May 1981 survey conducted by the Michigan Association of School Administrators, 28% of responding districts that have contacted a bank for a loan experienced problems in their borrowing attempts. Problems ranged from total rejection to unwillingness to make any commitment. Banks do not have the ability to absorb the amount of notes which are coming to the market, and further, many banks no longer need the tax-exempt notes for there portfolios stating that it is more profitable to put their monies into trust accounts or with individual customers.

State and Federal Aid

State aid in Michigan schools during 1979-80 (excluding retirement) was $1,377,577,737 (see Appendix C). The 1980-81 figure has been

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estimated by Michigan Department of Education officials to be $1,255,700,000 (approximately $122 million less with further reductions projected for 1981-82). In addition, federal budget cuts projected by the Michigan Department of Education will result in $43 million less allocated to Michigan schools this current year. These reductions coupled with an inflation rate of 13.5% during 1980 (see Appendix D) have had a devastating effect on Michigan schools.

Personnel Costs

The average cost of a health insurance contract has increased 120% over the past four years. It is estimated that more than 95% of this increase is attributable to inflation and increased utilization of benefits and less than 5% due to increased benefits.

Public school districts were required to participate in the state unemployment compensation system in May of 1974. The cost to a public school district for unemployment compensation is the actual amount paid to employees of that school district who participate in unemployment benefits. Based on a recent MASA survey, the cost to school districts over the past three years ranges from $7 million to $10 million.

Public Support for Millage

As state and federal support decrease, the burden is placed on the local taxpayer. The result is that 82% of the schools that requested new millage failed to get a positive vote at the annual June 8, 1981 elections. In addition, there were 207 school districts that requested millage renewals on June 8, 1981. Of those, 6% were unsuccessful. Decreasing public support for schools will continue to cause problems for school managers across the state as they attempt to reduce programs and staff as a result of millage failure.

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House Democratic Education Office   August 27, 1981

K-12 MEMBERSHIP TOTALS AND ESTIMATES

	K	1	2	3	4	5	6	7	8	9	10	11	12
75-76	159,931	149,484	141,795	141,906	143,911	149,672	159,018	163,700	165,012	177,307	173,314	158,655	143,365
76-77	152,790	154,492	143,770	137,873	139,797	142,176	146,640	159,605	162,187	174,390	172,407	157,875	143,090
77-78	136,643	149,567	148,870	139,365	135,434	137,603	141,603	149,893	157,603	171,649	166,038	155,259	138,565
78-79	129,582	135,997	144,113	144,565	136,690	133,776	137,098	142,851	148,293	166,441	161,592	149,912	138,913
79-80	125,196	129,979	130,762	139,973	141,564	134,644	133,059	138,440	140,750	156,765	156,443	145,903	132,283
80-81	122,425	123,632	123,233	126,462	136,220	139,149	133,709	133,869	135,643	149,217	146,522	142,765	130,633
81-82*	120,072	120,960	118,073	119,214	123,029	133,902	133,257	134,696	131,404	144,448	139,283	133,854	127,951
82-83*	126,544	118,549	115,443	114,176	115,902	120,909	133,030	139,244	132,166	139,859	134,739	127,398	123,153
83-84*	126,895	124,935	113,128	111,631	110,993	113,903	120,127	133,994	136,623	140,670	130,385	123,269	114,375
84-85*	132,069	125,276	119,214	109,380	109,511	109,076	113,166	120,996	131,472	145,433	131,176	119,304	110,633
85-86*	132,719	130,379	119,537	115,272	106,329	106,636	103,371	113,986	118,718	139,951	135,614	120,032	107,131
86-87*	?	131,020	124,405	115,584	112,047	104,491	105,947	109,156	111,840	126,376	130,501	124,035	107,787
87-88*	?	?	125,016	120,291	112,350	110,110	103,816	106,717	107,101	119,055	117,842	119,406	111,427
88-89*	?	?	?	120,892	116,925	110,403	109,399	104,571	104,709	114,010	111,515	107,822	[illegible]
89-90*	?	?	?	?	117,499	114,904	109,695	110,195	102,602	111,463	106,311	101,575	96,512
90-91*	?	?	?	?	?	115,468	114,162	110,493	108,120	109,220	103,936	97,271	91,212
91-92*	?	?	?	?	?	?	114,722	114,993	108,412	115,095	101,845	95,098	87,347
92-93*	?	?	?	?	?	?	?	115,557	112,827	115,406	107,322	93,165	85,333
93-94*	?	?	?	?	?	?	?	?	113,380	120,106	107,612	98,176	83,673
94-95*	?	?	?	?	?	?	?	?	?	120,695	111,995	98,461	85,177
95-96*	?	?	?	?	?	?	?	?	?	?	112,544	102,471	88,435
96-97*	?	?	?	?	?	?	?	?	?	?	?	102,975	92,039
97-98*	?	?	?	?	?	?	?	?	?	?	?	?	92,492

APPENDIX A

K-12 Graded Enrollment

75-76	76-77	77-78	78-79	79-80	80-81	81-82*	82-83*	83-84*	84-85*	85-86*
2,026,208	1,989,183	1,929,505	1,869,823	1,804,658	1,743,679	1,685,143	1,638,057	1,600,938	1,575,769	1,554,675

Michigan Live Births

1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	19
171,665	162,756	146,594	141,550	137,414	133,931	131,378	138,416	138,802	144,452	145,1

*Estimated

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APPENDIX C

State Aid Comparisons

School Year	* Membership	Per Pupil Avg. Curr. Oper. Exp.	SEV/ Member	Avg. Tchr. Salary	** Avg. Oper. Millage	Gen'l Fund Curr. Oper. Expense	*** Total State Aid	State Aid % of Curr. Operations	**** Total State Aid Incl. Ret.	State Aid % of Curr Operation
1965-66	1,968,413	$ 466.85	13,758	$ 6,896	16.4	$ 918,942,525	$446,761,050	48.6	$ 515,607,785	56.1
1966-67	2,033,992	529.75	13,868	7,535	17.5	1,077,546,101	524,927,684	48.7	627,542,054	58.2
1967-68	2,079,704	596.11	14,373	8,236	19.7	1,239,752,894	554,838,410	44.7	671,393,972	54.1
1968-69	2,122,915	655.58	15,094	9,134	22.1	1,391,736,281	610,972,400	43.9	757,550,963	54.4
1969-70	2,164,386	726.82	16,218	10,045	23.5	1,573,118,910	684,627,544	43.5	830,362,666	52.8
1970-71	2,178,745	821.63	17,694	11,034	24.1	1,790,119,681	754,798,894	42.2	910,008,531	50.8
1971-72	2,212,505	874.59	18,624	11,671	24.6	1,935,034,623	798,504,529	41.3	1,004,973,367	51.9
1972-73	2,193,270	950.79	20,284	12,070	24.2	2,085,334,820	859,463,484	41.2	1,092,900,464	52.4
1973-74	2,157,875	1,051.86	22,051	12,852	25.6	2,271,936,303	945,115,833	41.6	1,183,665,833	52.2
1974-75	2,137,263	1,191.01	24,256	14,068	26.3	2,548,408,924	991,396,032	38.9	1,236,696,082	48.5
1975-76	2,127,917	1,302.94	26,685	15,064	26.9	2,772,531,003	1,028,155,148	37.0	1,220,755,148	44.0
1976-77	2,081,936	1,409.46	26,617	15,426	27.9	2,934,395,182	1,191,294,231	40.6	1,408,294,231	48.0
1977-78	2,023,944	1,500.81	29,181	16,445	29.05	3,215,655,178	1,290,230,945	40.1	1,557,004,511	48.4
1978-79	1,965,685	1,730.97	32,970	18,016	29.4	3,500,835,368	1,349,220,866	38.5	1,633,820,870	46.7
1979-80	1,919,105	2,003.04	37,698	19,663	29.4	3,826,569,430	1,377,577,737	36.0	1,824,093,044	47.7

* Local school district membership only.
** Local school district taxes only.
*** State aid to local school districts only.
**** Does not include state aid to intermediate district.
***** Retirement contribution converted to school district fiscal year.

Department of Education
July 26, 1978

APPENDIX D

INFLATION RATE

CALENDAR YEAR	CPI	INCREASE
1967	100	-
1968	104.2	4.2
1969	109.8	5.4
1970	116.3	5.9
1971	121.3	4.3
1972	125.3	3.3
1973	133.1	6.2
1974	147.7	11.0
1975	161.2	9.1
1976	170.5	5.8
1977	181.5	6.5
1978	195.4	7.7
1979	206.7	11.3
*1980	218.7	13.5

*ESTIMATE

SOURCE: ECONOMIC STATISTICS BUREAU,
WASHINGTON D.C.
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GENESEE INTERMEDIATE SCHOOL DISTRICT

ENROLLMENT COMPARISON FIGURES

1975-76 thru 1980-81

	Enrollment	Percent of Decrease
1980-81	104,860	2.55%
1979-80	107,608	3.48%
1978-79	111,483	2.96%
1977-78	114,883	3.41%
1976-77	118,944	2.69%
1975-76	122,229	

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Exhibit 4

GENESEE AREA SKILL CENTER PROGRAM AND DISTRICT SUMMARY
FROM 4TH FRIDAY REPORT

O.E. Code	PROGRAM	Ainsworth	Atherton	Beecher	Bendle	Bentley	Carman	Central	Clio	Davison	Fenton	Flushing	Genesee	Goodrich
01.0500	Ornamental Horticulture	3	4	4	2	1	2	5	4	3	5	8	4	5
07.0302	Practical Nursing	7	2	3	3	4	6	8	7	10	0	10	2	4
07.9803	Pharmacy Assistant	1	0	1	1	0	1	0	0	3	1	3	0	0
09.0203	Food Management	4	3	12	2	3	2	11	12	1	1	6	3	3
14.0200	Business Data Processing	6	5	5	1	3	4	9	6	5	11	20	0	1
14.0797	Medical Secretary	0	0	0	1	4	0	0	0	0	0	4	0	0
14.0798	Legal Secretary	0	1	0	0	0	0	0	0	0	0	1	0	0
14.9800	Steno/Clerical Lab.	11	2	6	1	8	1	5	0	1	18	6	0	4
17.0100	Air Conditioning	7	0	1	5	2	2	0	0	0	2	7	3	1
17.0301	Auto Body and Fender	6	3	1	3	3	3	0	1	1	3	7	1	0
17.0302	Auto Mechanics	13	5	13	5	8	10	3	5	1	6	15	9	13
17.0401	Aircraft Maintenance	2	0	0	0	0	1	1	0	0	2	1	1	2
17.0700	Commercial Art	8	0	2	1	1	4	5	2	6	3	5	1	2
17.0900	Commercial Photography	0	0	3	1	0	2	0	3	2	1	2	1	1
17.1000	Building Trades (In-School)	10	2	2	2	2	2	4	0	0	4	0	1	3
17.1002	Electricity Technology	4	1	5	4	6	3	6	5	0	6	7	3	8
17.1098	Const. & Maint. (On-Site)	0	2	0	0	1	3	1	1	0	5	1	3	0
17.1100	Custodial Services	1	0	1	5	2	0	4	5	0	0	3	2	1
17.1200	Diesel Mechanic	1	4	1	1	1	2	0	2	1	0	2	0	3
17.1300	Drafting Occupations	4	0	5	3	0	5	3	2	0	4	2	1	1
17.1398	Eng. Arc. Drafting	4	1	2	1	0	1	4	0	0	4	0	0	0
17.1500	Electronics Occupations	1	1	1	0	1	4	1	1	0	0	2	0	0
17.1501	Communications	0	1	0	0	0	1	0	4	0	1	2	3	1
17.1503	Radio & T.V.	1	1	3	0	0	1	1	0	0	1	5	0	1
17.1900	Graphic Arts	6	1	6	1	2	2	0	5	2	6	2	0	2
17.2302	Machine Shop	7	1	2	1	1	1	2	4	7	0	2	1	4
17.2306	Welding & Cutting	6	1	1	3	0	3	0	0	1	1	4	2	0
17.2602	Cosmetology	20	4	12	10	8	12	14	10	14	4	16	8	0
17.2802	Law Enforcement	4	0	0	2	1	0	0	1	5	1	2	0	1
17.3100	Small Engines	2	2	3	4	1	4	0	1	1	4	1	3	3
07.0907	Emergency Med. Technology	2	0	0	1	1	0	0	1	0	0	1	1	0
07.0904	Medical Assistant	5	0	0	0	2	0	1	4	0	1	3	0	2
07.9802	Health Cluster	0	1	12	0	0	3	1	1	3	2	3	1	0
	TOTAL ENROLLMENT	146	48	107	64	66	85	89	87	67	97	153	54	66

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Exhibit 5

SEVEN-YEAR COMPARISON OF PUBLIC SCHOOL 11TH AND 12TH GRADE ENROLLMENTS

	LEA Enroll.	Area Ctr. Enroll.	Total V.E. Enroll.	Total 11 & 12 Enroll.	% Rec. Voc. Enroll.
1975-76	5,381	2,087	7,468	17,559	42.5%
1976-77	5,449	2,148	7,597	17,148	44.3%
1977-78	5,503	2,272	7,775	16,582	44.9%
1978-79	5,717	2,277	7,994	16,438	48.6%
1979-80	5,186	2,299	7,485	15,780	47.4%
1980-81	5,112	2,093	7,205	15,563	46.2%
1981-82	4,852	2,373	7,225	15,020	48.1%

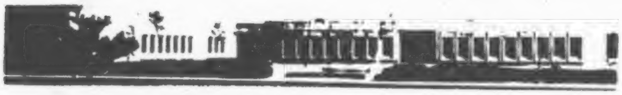
Exhibit 6

Comparison of the Same Vocational Programs in Each Category at CEPD 29 and Throughout the State

Employed Full-Time (35 or more hours per week)

	CEPD 29		STATE	
	Number of Students	Percent	Number of Students	Percent
Agriculture	21	78.4	528	71.8
Distributive Education	132	59.2	2,046	59.6
Health	30	54.0	475	57.3
Home Economics	43	63.4	705	62.3
Office	169	56.2	2,868	63.0
Trade and Industry	486	73.4	6,161	70.8
Total/Average Percent	881	64.1	12,783	86.0

Exhibit 7



Genesee Intermediate
School District

2413 W MAPLE AVENUE TELEPHONE (313) 767 4310 FLINT MICHIGAN 48507

The Public Schools—A Survey of Public Opinion

A Message From the Superintendent

During the week of November 9, 1981, the residents of the Genesee Intermediate School District were part of a public opinion poll about their public schools.

A task force of 80 trained citizen volunteers called homes within the ISD area, completing 400 surveys. The poll was conducted in cooperation with the Michigan Department of Education as part of Project Outreach.

Project Outreach, introduced by the State Board of Education, is funded by the Michigan Legislature. It is a three-part plan to involve the residents of Michigan in educational planning for the eighties and is being conducted in ten intermediate school districts.

In addition to the polls, there will be ten student leadership forums for high school students and a series of community meetings across the state.

The results of these activities will be reported to the State Board of Education in the spring. They will also serve as an invaluable data base for educational decisions for the local schools in the Genesee ISD.

Project Outreach is a project of the Michigan Board of Education and is funded by the Michigan Legislature. Technical support is provided by the Technical Assistance Center (TAC) of the Ingham Intermediate School District and the Kalamazoo Valley Intermediate School District. The TAC is funded with a Title IV-C grant.

Ned S. Hubbell is Project Outreach director and David Kazen is director of the Technical Assistance Center.

For additional information about this survey and other Project Outreach activities, call the Ingham Intermediate School District, 517/676-1051.

The collection of this information would not have been possible without the help of the 80 volunteers who made the phone calls. Each interviewer had a two and a half hour training session and then spent at least four hours making phone calls.

Equally important was the cooperation of the 400 residents who agreed to answer the questions. We are grateful for their willingness to participate in this effort.

David E. Spathelf
Superintendent
Genesee ISD

How the Survey Was Conducted

A telephone survey of the adult citizens of the Genesee Intermediate School District was conducted the week of November 9, 1981. The poll, which asked people for their opinions about their public schools, was conducted as part of the Michigan Department of Education's Project Outreach.

The telephone numbers called were randomly generated by computer, assuring that both listed and unlisted residential households would have a chance of being polled.

(Continued on last page.)

Project Outreach
of the Michigan State Board of Education
Ingham Intermediate School District
2630 West Howell Rd
Mason, Michigan 48854

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Community Awareness

Survey respondents felt knowledgeable about their local public schools. Thirty two percent said they knew "quite a lot" and another 36% said they knew "some." Understandably, public school household respondents felt much better informed than those from households without children in the public schools.

How much do you feel you know about the quality of education provided by the local public school district?

	PubSch. House.	NonPub. House.	Total
Quite a lot	38.7 %	25.3 %	32.3 %
Some	40.2	31.9	36.2
Very little	18.6	28.0	23.1
Nothing at all	2.0	13.7	7.6
Can't say	0.5	1.1	0.8

Newspapers were listed as the principal source of information about the schools by both groups. Friends and neighbors and the respondents' children were the second major sources.

Where do you get information about the local public schools, information you use to form your opinions about those schools?

	PubSch. House.	NonPub. House.	Total
Newspapers	39.9 %	45.7 %	42.7 %
Friends/neighbors	22.2	34.2	28.0
Own children	39.4	12.0	26.2
Teachers/other school employees	28.3	10.3	19.6
School building newsletters	25.3	10.9	18.3
School publications	22.2	8.2	15.4
Parent organizations	21.2	3.8	12.8
Other parents	11.1	13.0	12.0
Relatives	1.5	11.4	6.3
Grandchildren	1.5	10.3	5.8
Radio/TV	2.5	5.4	3.9
Can't say	7.1	17.4	12.0

Of those interviewed, over 28% said they had ever attended a board of education meeting. Of this number, 41% said they had attended during the past year.

Have you ever attended a board of education meeting in your community?

	PubSch. House.	NonPub. House.	Total
Yes	33.7 %	23.0 %	28.5 %
No	66.3	77.0	71.5

When was the last time you attended a board of education meeting in your community?

	PubSch. House.	NonPub. House.	Total
Within past year	44.8 %	35.7 %	41.3 %
Over year ago	53.7	61.9	56.9
Can't say	1.5	2.4	1.8

Slightly less than half (47%) of the respondents had visited a school during the past year. Of this number, 56% had done so when school was in session.

Have you attended any conference, meeting or any social occasion in any of your local public schools during the past year?

	PubSch. House	NonPub. House.	Total
Yes	68.3 %	24.0 %	47.1 %
No	31.7	75.4	52.6

Was this during the regular school day?

	PubSch. House	NonPub. House	Total
Yes	59.4 %	44.4 %	55.6 %
No	40.6	55.6	44.4

Performance of Schools

The quality of the local school district has remained the same, according to nearly 42% of those polled. Seventeen percent of those interviewed think the schools are getting better, while 28% believe they're getting worse.

Genesee ISD respondents feel schools are doing a better job than do those people who responded to the 1981 nationwide Gallup Poll. In Genesee, 42% of those surveyed gave their local public schools an A or a B grade. Only 36% of the Gallup respondents rated their schools this high.

Good teachers and curriculum are what local respondents like about their schools. Both were at the top of the list of responses to the question, "What do you like about your schools?"

On the negative side of the ledger, discipline led the list of dislikes (15%). Thirteen percent said there was nothing they did not like. Over 21% could not report any dislikes.

When respondents were asked to rate the performance of school employees and officials, highest ratings were given to those staff members with the most direct parent and student contact. Teachers were rated as good or excellent by over 53% of those polled; 51% rated principals that high.

The superintendent and fellow administrators received about 37% of good or excellent ratings, while the board of education received 39% good or excellent ratings.

During the past few years would you say the local public school district in your community has been getting better in quality, getting worse or staying about the same?

	PubSch House	NonPub House	Total
Getting better	20.7 %	12.6 %	16.8 %
Getting worse	22.7	34.4	28.3
Staying about the same	48.5	33.9	41.5
Can't say	8.1	19.1	13.4

Students are often given the grades A, B, C, D or E to describe the quality of their work. Suppose the public schools in your community were graded in the same way. What grade would you give your local school system?

	PubSch House	NonPub House	Total	Gallup
A	7.6 %	4.9 %	6.3 %	9.0 %
B	41.4	29.3	35.6	27.0
C	36.4	34.2	35.3	34.0
D	9.6	9.8	9.7	13.0
E	0.0	0.5	0.3	7.0
Can't say	5.1	21.2	12.8	10.0

What are the things you like about the public schools in your community?

	PubSch House	NonPub House	Total
Good teachers	28.9 %	17.5 %	23.4 %
Curriculum/range of subjects	20.3	11.5	16.1
Special services	14.2	9.3	11.8
Facilities/resources	14.2	7.1	10.8
Individual attention to students	12.7	8.7	10.8
Sports/athletics	11.2	7.1	9.2
Other extracurricular activities	8.6	9.3	8.9
Schools are close to home	6.6	3.3	5.0
Nothing	8.6	7.1	7.9
Everything	3.6	0.5	2.1
Can't say	12.2	31.1	21.3
Miscellaneous	9.6	10.4	10.0

What don't you like about your local public schools?

	PubSch House	NonPub House	Total
School's discipline	12.1 %	18.0 %	15.0 %
Some teachers	14.6	12.0	13.4
Lack of basic skills	9.1	11.5	10.2
Weak curriculum	8.1	9.3	8.7
Student attitudes/behavior	7.1	8.7	7.9
Bus transportation concerns	6.1	4.4	5.2
Principal, administrators	5.1	3.8	4.5
Board of education policies	2.0	4.9	3.4
Nothing	15.2	10.9	13.1
Everything	2.0	1.6	1.8
Can't say	15.2	28.4	21.5
Miscellaneous	18.2	9.8	14.2

How good a job is being done by the public school teachers in your local public school district? Would you say teachers are doing an excellent, good, fair or poor job?

	PubSch House	NonPub House	Total
Excellent	19.3 %	6.6 %	13.1 %
Good	43.8	37.2	40.5
Fair	29.2	32.8	30.9
Poor	2.1	6.6	4.3
Can't say	5.7	16.9	11.2

How do you feel about your local public school district's building principals? Would you say the principals are doing an excellent, good, fair or poor job?

	PubSch House	NonPub House	Total
Excellent	16.8 %	4.9 %	11.1 %
Good	43.9	35.2	39.7
Fair	23.5	24.2	23.8
Poor	5.6	9.3	7.4
Can't say	10.2	26.4	18.0

How about the job being done by your local public school district's superintendent and administrative staff? Would you rate the job they are doing as excellent, good, fair or poor?

	PubSch House	NonPub House	Total
Excellent	6.6 %	3.3 %	5.0 %
Good	36.5	27.7	32.3
Fair	28.9	29.3	29.1
Poor	7.6	11.4	9.4
Can't say	20.3	28.3	24.1

How do you feel about the board of education in you community? Would you rate the job done by your local school board as excellent, good, fair or poor?

	PubSch House	NonPub House	Total
Excellent	3.5 %	1.6 %	2.6 %
Good	39.4	33.2	36.4
Fair	34.8	35.9	35.3
Poor	11.1	11.4	11.3
Can't say	11.1	17.9	14.4

The Biggest Problem

The financing of education is seen as the biggest problem facing the local public schools in this intermediate area. Forty percent of the responses indicated this. In 1981 Gallup found 12% of the respondents felt finances were the biggest problem.

Over 33% of those responding in the Genesee poll said they couldn't name the biggest problem. Over ten percent listed discipline as a major problem. This led the list in the nationwide poll, with 23% saying discipline was the biggest educational problem.

What was the biggest problem the board of education in your community had to deal with last year?

	PubSch House	NonPub House	Total
Finances/millage	43.4 %	36.6 %	40.2 %
Discipline	6.1	14.8	10.2
Bus transportation	7.1	5.5	6.3
Negotiations/strikes	2.5	5.5	3.9
Closing schools	5.6	2.2	3.9
Extra curricular act.	3.5	2.7	3.1
Curriculum problems	4.0	2.2	3.1
School adm., supt.	2.5	2.7	2.6
Can't say	30.8	36.6	33.6
Other	5.6	3.3	4.5

Citizen Involvement

There should be more citizen involvement in the public schools, according to the citizens polled in Genesee. Over 79% said "yes" when asked if citizens should be more involved with their schools. Of those who said "yes", over 53% said they would be interested in volunteering. Forty percent said they were not interested and about five percent said they were already serving as school volunteers. Classroom or library aide was the volunteer job they would most like to perform.

Do you think there should be more citizen involvement in the public schools for such things as helping out in classrooms, lunch rooms, libraries and on the playgrounds?

	PubSch House	NonPub House	Total
Yes	80.3 %	78.7 %	79.5 %
No	12.6	14.8	13.6
Can't say	7.1	6.6	6.8

Those respondents who said 'yes' were then asked, "Would you be interested in becoming a local school volunteer?"

	PubSch. House	NonPub House	Total
Yes	59.5 %	46.9 %	53.5 %
No	31.0	49.7	39.9
Already am	8.9	0.0	4.7
Can't say	0.6	3.5	2.0

Those who said they would like to volunteer were then asked, "In what ways would you be interested in helping the schools?"

	PubSch. House	NonPub. House	Total
Aide, classroom/library	33.3 %	23.4 %	29.4 %
Aide, lunch/playground	24.0	15.6	20.6
Tutor	11.5	10.9	11.3
Booster club	11.5	10.9	11.3
Whatever needed	22.9	18.8	21.3
Resource person	2.1	4.7	3.1
Can't say	4.2	14.1	8.1
Miscellaneous	18.8	15.6	17.5
Homeroom mother	8.3	6.3	7.5
Activity sponsor	8.3	6.3	7.5

Educational Emphasis

When asked to evaluate the emphasis their school places on various aspects of education, the majority of respondents said enough emphasis is placed on maintaining facilities and equipment (61%), on a basic education program (52%) and extracurricular programs (49.7%).

Over 53% said not enough attention is paid to individual student needs.

On other topics, respondents' opinions are less sharply divided. Nearly 45% said enough attention is given to the quality of teaching and about 41% said not enough. Thirty two percent said enough attention is given to special services for handicapped students and 38% said not enough. Programs for gifted and talented students were viewed as receiving enough attention by 29% and not enough by about 42%.

Counseling for career preparation has enough attention according to 33% and not enough according to 43% of the respondents. Programs for vocational and technical education have enough emphasis in the opinions of 39% of the respondents and not enough according to 36%.

When it comes to providing a proper level of education, does your local school system place too much emphasis, enough emphasis or not enough emphasis on each of these?

Quality of teaching	PubSch House	NonPub House	Total
Too much	0.5 %	1.1 %	0.8 %
Enough	56.3	31.7	44.5
Not enough	36.2	45.9	40.8
Can't say	7.0	21.3	13.9

Extracurricular programs (athletics, clubs, etc.)	PubSch House	NonPub House	Total
Too much	19.7 %	31.0 %	25.1 %
Enough	52.0	47.3	49.7
Not enough	24.2	14.1	19.4
Can't say	4.0	7.6	5.8

Maintaining school facilities and equipment	PubSch House	NonPub House	Total
Too much	3.0 %	4.9 %	3.9 %
Enough	69.3	52.2	61.1
Not enough	22.6	23.4	23.0
Can't say	5.0	19.6	12.0

Special services for handicapped students	PubSch House	NonPub House.	Total
Too much	1.5 %	1.6 %	1.6 %
Enough	34.8	28.4	31.8
Not enough	39.4	37.2	38.3
Can't say	24.2	32.8	28.3

Programs for gifted and talented students	PubSch House	NonPub. House.	Total
Too much	6.6 %	4.9 %	5.8 %
Enough	30.8	27.7	29.3
Not enough	43.4	39.7	41.6
Can't say	19.2	27.7	23.3

Counseling for career preparation	PubSch. House.	NonPub. House.	Total
Too much	2.0 %	3.3 %	2.6 %
Enough	32.2	33.7	32.9
Not enough	46.2	38.6	42.6
Can't say	19.6	24.5	21.9

Programs for vocational and technical education	PubSch. House.	NonPub. House.	Total
Too much	2.0 %	3.8 %	2.9 %
Enough	37.4	41.3	39.3
Not enough	40.4	31.5	36.1
Can't say	20.2	23.4	21.7

A basic education program	PubSch. House.	NonPub. House.	Total
Too much	2.0 %	2.2 %	2.1 %
Enough	63.1	41.3	52.6
Not enough	30.8	45.7	38.0
Can't say	4.0	10.9	7.3

Attention to individual pupil needs	PubSch House	NonPub House	Total
Too much	1.0 %	1.6 %	1.3 %
Enough	39.5	23.9	31.9
Not enough	54.9	51.6	53.3
Can't say	4.6	22.8	13.5

Where Responsibility Rests

The responsibility for deciding what should be taught in Michigan schools is a joint one, according to the respondents in the Genesee poll. Over 57% said this should be shared by the Legislature, the Department of Education, the Genesee ISD and the local board of education.

When asked how education should be financed, 33% said the federal government should pay a greater share. Twenty five percent said the responsibility should stay as it is. Eighteen percent would like to see the state pay a larger share but only four percent said the local taxpayer should pay more.

In your opinion, who should have the main responsibility for determining what should be taught in Michigan's public schools? Should it be the State Legislature, State Department of Education, Genesee County regional school district, local board of education or all of these agencies?

	PubSch. House.	NonPub House.	Total
State Legislature	0.0 %	2.2 %	1.1 %
State Department of Ed.	8.4	5.6	7.1
Genesee Reg. School Dist.	7.4	6.7	7.1
Local board of education	22.1	20.8	21.5
All four agencies	58.4	56.7	57.6
Can't say	3.7	7.9	5.7

At the present time, local taxpayers pay about 55% of the cost of education in their local public schools, the state pays about 40% and the federal government about 5%. Do you feel this should remain as it is, the state should pay a greater share, local taxpayers should pay a greater share, the federal government should pay a greater share or all should pay more?

	PubSch. House.	NonPub. House.	Total
Remain as it is	19.6 %	31.4 %	25.1 %
State pay greater share	18.4	17.6	18.0
Local taxpayers pay greater share	5.0	3.1	4.1
Federal government pay greater share	40.8	25.2	33.4
All	10.6	14.5	12.4
Can't say	5.6	7.5	6.5
Other	0.0	0.6	0.3

Financial Concerns

Respondents did not feel that their public school has too much money. Nearly 50% felt the school had enough money and 37% felt they did not have enough. Thirty nine percent of the respondents felt their local school district was doing a good or excellent job of spending that money. Thirty eight percent felt their school was doing a fair job.

Is it your impression that your local public schools have too much, enough or not enough money to provide a good school program?

	PubSch. House.	NonPub. House.	Total
Too much	5.6 %	3.8 %	4.7 %
Enough	49.5	49.5	49.5
Not enough	40.4	33.7	37.2
Can't say	4.5	13.0	8.6

Generally, how would you rate the way your local school district spends its money?

	PubSch House	NonPub. House	Total
Excellent	8.5 %	5.4 %	7.0 %
Good	40.7	23.9	32.6
Fair	31.7	44.0	37.6
Poor	16.6	16.8	16.7
Can't say	2.5	9.8	6.0

Respondents favor collecting school taxes in midsummer instead of December. Seventy five percent of those responding said yes to this.

Presently township taxes for schools and other local purposes are levied in December and collected after school has started in September. If the local unit of government approves, the law allows for a change to a summer tax collection. This would save the school district a good deal of interest it must pay to borrow money to begin the school year. Would you favor or oppose changing the collection of all school taxes from December to midsummer?

	PubSch. House.	NonPub. House	Total
Favor	73.2 %	77.2 %	75.1 %
Oppose	16.7	12.5	14.7
Can't say	10.1	10.3	10.2

Respondents were asked to consider a list of proposals for saving money in education and to indicate if they favored or opposed their implementation.

The four suggestions which were received favorably by more than 50% of those polled were: reducing the number of administrators (74%); requiring students to pay for driver education (64%); combining low enrollment vocational education classes with a neighboring district (65%); combining small advanced low enrollment classes with a neighboring district (61%).

Other cost cutting suggestions met with less enthusiasm. Suggestions and the percentage of votes opposing them were: Reducing services to students (53%); reducing teaching materials (68%); reducing the music program (65%); reducing custodial and maintenance services (69%); reducing guidance and counseling services (77%); reducing the number of teachers by increasing the class size (75%).

Also opposed were reducing special reading services (81%); paying a neighboring district to provide a hot lunch program for their school (62%); reducing transportation cost by increasing walking distance (53%); reducing the athletic program (54%) and providing regional bus transportation (53%); requiring parents to pay for bus service (55%).

Fifty two percent of the respondents favored merging with a neighboring school district and paying the same tax rate in both districts. Forty seven percent would oppose continuing as a separate district if it means approving additional millage.

Because of rising costs and decreasing revenues, many Michigan school districts have begun to look for ways of saving money. I am going to read you a list of ways some people have suggested to save money. Tell me if you favor or oppose each of these.

	PubSch. House.	NonPub. House.	Total
Reduce the number and kinds of services offered students			
Favor	32.2 %	48.4 %	39.9 %
Oppose	63.8	41.3	53.0
Can't say	4.0	10.3	7.0
Reduce the amount of teaching materials and equipment used			
Favor	21.6	27.2	24.3
Oppose	72.4	63.0	67.9
Can't say	6.0	9.8	7.8
Reduce the athletic program			
Favor	34.7	47.8	41.0
Oppose	61.8	45.7	54.0
Can't say	3.5	6.5	5.0
Reduce band and choral music program			
Favor	26.8	33.7	30.1
Oppose	68.7	60.9	64.9
Can't say	4.5	5.4	5.0
Reduce school custodial service and building maintenance			
Favor	25.3	23.9	24.6
Oppose	69.2	67.9	68.6
Can't say	5.5	8.2	6.8
Reduce counseling and guidance services			
Favor	18.7	20.7	19.6
Oppose	78.8	74.5	76.7
Can't say	2.5	4.9	3.7
Reduce number of teachers in increasing class size			
Favor	17.3	23.2	20.1
Oppose	79.2	70.7	75.1
Can't say	3.5	6.1	4.8
Reduce number of administrators			
Favor	72.4	75.4	73.8
Oppose	21.6	12.6	17.3
Can't say	6.0	12.0	8.9
Reduce transportation by increasing walking distance			
Favor	34.2	53.0	43.2
Oppose	62.8	42.6	53.1
Can't say	3.0	4.4	3.7
Reduce special reading services			
Favor	12.1	21.2	16.4
Oppose	84.4	77.2	80.9
Can't say	3.5	1.6	2.6
Students pay for driver ed classes			
Favor	57.3	71.7	64.2
Oppose	40.2	23.4	32.1
Can't say	2.5	4.9	3.7

	PubSch House	NonPub House	Total
Discontinue local bus transport: pay regional district to provide bus service			
Favor	26.6 %	37.7 %	31.9 %
Oppose	60.3	44.3	52.6
Can't say	13.1	18.0	15.4
Require parents to pay for bus service			
Favor	30.7	49.2	39.5
Oppose	66.3	42.1	54.7
Can't say	3.0	8.7	5.8
Discontinue serving hot lunches and pay neighboring district to provide this service			
Favor	26.3	32.1	29.1
Oppose	66.7	56.5	61.8
Can't say	7.1	11.4	9.2
Send high school students in small advanced classes to nearby district that offers these subjects			
Favor	59.3	63.4	61.3
Oppose	35.2	31.1	33.2
Can't say	5.5	5.5	5.5
Discontinue low enrollment voc. ed. classes and send students to nearby district			
Favor	63.3	67.4	65.3
Oppose	33.2	27.7	30.5
Can't say	3.5	4.9	4.2
Merge district with neighboring district and pay same tax rate in both districts			
Favor	46.7	57.1	51.7
Oppose	45.7	32.1	39.2
Can't say	7.5	10.9	9.1
Continue as a separate school district even if it means approving additional millage			
Favor	55.3	33.2	44.6
Oppose	38.2	55.4	46.5
Can't say	6.5	11.4	8.9

Closing Schools

Closing schools as enrollments declines is a problem being faced nationwide. In Genesee ISD, over 50% of the people questioned said schools should close as enrollment declines.

Sixty nine percent of the public school parents would not object if their child was reassigned to another school as a result of a school closing.

Student enrollment in school districts all over the state is decreasing. When enrollment seriously declines in some schools, should school districts close those schools?

	PubSch House	NonPub House	Total
Yes	45.4 %	55.2 %	50.1 %
No	47.4	36.6	42.2
Can't say	7.1	8.2	7.7

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If student enrollment seriously declines in the school your child attends, would you object to your child being re-assigned to another school in the district?

Would not object	69.2 %
Would object	21.9
Depends on school	7.1
Can't say	1.8

What the Future Holds

Respondents were asked to think ahead five years and to name the things a 1987 graduate will need to be successful. Basic skills (31%), vocational skills (22%), life survival skills (17%), writing (14%) and reading (12%) received the most votes.

Academics, college preparation and the humanities each listed as important areas by 9.5% of those polled. Six percent said dealing with people and communications skills were important areas.

The eighties will mean changes in education...in the methods of instruction and in the uses of school facilities. Interviewers asked Genesee citizens how they felt about some of these changes.

Eighty two percent favored teaching computer technology. Fifty four percent approved using advanced equipment to teach basic skills. An additional ten percent would favor this, if the machines did not replace teachers.

When asked about other than traditional uses for school buildings, the respondents favored allowing adults who wish to complete high school to enroll in regular daytime classes (64%) and favored public schools providing retraining for unemployed adults (82%).

When asked if they would approve using schools as daytime meeting places for adults, when students are in the buildings, 62% said "yes." Sixty one percent favored using available school space for government and public service agencies.

Respondents were also asked about tax-supported child care centers for all children as part of the public schools. Nearly sixty percent of the respondents opposed this idea. However, 84% favored parents paying for such a program.

Suppose you had a child in school who would be graduating five years from now. What will that student need to know and be able to do to be successful?

	PubSch. House.	NonPub. House.	Total
Basic skills/knowledge	27.5 %	34.1 %	30.7 %
Vocational/tech. skills	24.3	18.4	21.5
Life survival skills	17.5	16.2	16.8
Reading	11.6	12.3	12.0
Dealing with people	5.3	6.7	6.0
Communications skills	10.6	10.1	10.3
Responsibility/respect/ morals	6.9	5.0	6.0
Writing	3.7	7.8	5.7
Arithmetic	16.4	11.7	14.1
Academics, college prep.	9.5	9.5	9.5
Humanities	10.1	8.9	9.5

Do you think the public schools should help students learn about the role of computers and other technology in their everyday living?

	PubSch. House.	NonPub. House.	Total
Favor	86.4 %	77.6 %	82.2 %
Oppose	11.6	16.9	14.1
Can't say	2.0	5.5	3.7

Would you favor or oppose your local public schools purchasing advanced equipment such as teaching machines for use in teaching basic skills--reading, writing and arithmetic?

	PubSch. House.	NonPub. House.	Total
Favor	56.4 %	50.5 %	53.6 %
Favor/if it doesn't replace teachers	12.8	7.1	10.0
Oppose	28.2	37.0	32.5
Can't say	2.6	5.4	4.0

Many public school districts provide adult education and community programs and activities. Do you favor or oppose your local public school doing the following things?

Permit students who wish to complete high school to enroll in regular daytime high school classes, if there is room

	PubSch House.	NonPub House.	Total
Favor	58.8 %	67.9 %	63.7 %
Conditional favor	5.5	4.9	5.2
Oppose	33.7	26.1	30.0
Can't say	1.0	1.1	1.0

Provide retraining and job skill classes for unemployed adults

	PubSch House	NonPub. House.	Total
Favor	81.8 %	82.1 %	81.9 %
Conditional favor	6.1	5.4	5.8
Oppose	9.1	10.3	9.7
Can't say	3.0	2.2	2.6

Use public schools as daytime community meeting places for senior citizens and other adults even though students occupy part of the building

	PubSch House	NonPub House.	Total
Favor	62.8 %	62.0 %	62.4 %
Conditional favor	9.0	14.7	11.7
Oppose	26.6	20.7	23.0
Can't say	1.5	2.7	2.1

Use available space in schools for local governmental or public service agencies like branch public libraries, public health clinics social service agencies, etc

	PubSch House	NonPub House	Total
Favor	58.6 %	63.0 %	60.7 %
Conditional favor	9.1	10.3	9.7
Oppose	28.8	23.4	26.2
Can't say	3.5	3.3	3.4

Some people feel that child care centers should be made available for all preschool children as part of the public school system. This program would be supported by taxes.

	PubSch. House.	NonPub. House.	Total
Favor	31.7 %	26.1 %	29.0 %
Conditional favor	8.5	3.3	6.0
Oppose	56.8	63.0	59.8
Can't say	3.0	7.8	5.2

When asked if parents of preschoolers participating in such a program should be required to pay the costs nearly 85% said "yes."

How the Survey Was Conducted

(Continued from first page.)

Only one adult (18 years of age or older) was interviewed in each sampled household. Callers selected those persons to be interviewed using a special chart designed to insure that males and females, and individuals of various ages would be included in the sample. The average interview length was 24 minutes.

The questionnaire used was developed with input from a broad spectrum of educational and non-educational groups in the state. Also included were several questions submitted by the Genesee ISD staff.

A total of 400 interviews was completed in this survey. Sampling error for a sample of this size is approximately 5% at the 95% confidence level. In other words, if the survey was repeated 100 times, we would expect the percentages obtained to vary no more than plus or minus 5%, in 95 of the surveys.

All survey data was tabulated using computer facilities at the Ingham Intermediate School District. This report was written and produced by the Technical Assistance Center staff.

The survey results are reported for two sub-groups. The first is public school households. These are homes where there are children now enrolled in public schools or have been within the past three years.

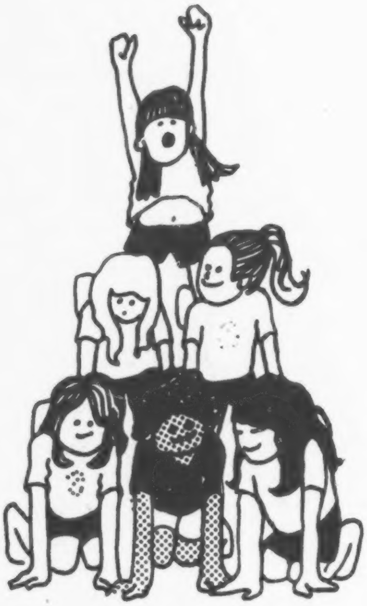
The second category is the non-public school household. These are homes in which children are enrolled in a private or parochial school, are pre-schoolers, are not in school, left school more than three years ago or there are no children.

Of the respondents, 82% were White and 15.7% were Black. The balance was composed of Hispanic, Native Americans and other. Over 61% of the respondents were female and 38.6% were male.

Of the public school parents, 68.2% had children in elementary school; 28.3% in junior high or middle school and 45.7% in senior high school.

The age group breakdown for the sample was as follows:

Over 65 years	10.7 %
56-65	12.3
46.55	16.2
36-45	19.8
26-35	26.4
18-25	14.4
declined to answer	0.3



Mr. **Kildee**. The chairman was called away and will return shortly.

I would like to call upon a good friend of mine, from the Michigan Legislature, a member of the Appropriations Committee, Representative Joe Conroy.

STATEMENT OF JOSEPH CONROY, A REPRESENTATIVE IN THE STATE LEGISLATURE OF THE STATE OF MICHIGAN

Mr. **Conroy**. Thank you, Dale. We appreciate your motivating the committee to come here, and Congressman Petri, we appreciate your taking time out from your family to make that sacrifice today and certainly the chairman of the committee.

I just want to point out some general problems that the State has that will be motivating problems to the school dollars that we try to send out to these districts here in the State. We have had 2 consecutive years—and we are the only State in the Nation in this position—2 consecutive years of minus dollars expended. We have cut $1.4 billion out of the $4.6 billion general fund budget. We are about to have another executive order of about $300 million. It may be $600 million if we don't raise taxes. So that would be a $2 billion cut out of a $4.6 billion general fund, a tremendous sacrifice in terms of services in this State.

So education is going to take it right through the nose if something doesn't happen, and I implore you to look at the ramifications. Obviously the dollars that are sent here are used wisely. They are used primarily on those students who are in the worst shape. They are not used for that higher middle class student who has a good background, family background, and a good educational start. So those compensatory funds are just critical to I think, society.

I think that when you talk about the young people who go through the system and don't know how to read, and later become a problem of society in terms of our prison and social costs, it is hard to evaluate, and so I look at this as an investment. Certainly you can't tell us that the bombs that we buy, the MX missiles and the like, can be compared to these young kids. [Applause.]

So I know that you are a small part of this whole appropriations puzzle, but I can tell you this much, and there are a lot of people out there that are now saying that the military budget does not have to be increased exponentially at the sacrifice of some really good human service programs. Everybody wants to be protected and that is your obligation today as a Congressman, but you know, a 17- to 20-percent increase in that area and then an absolute cut in areas where we really are investing in the future of our young people, I think is something that has to be turned around, and trickle down is going to trickle up.

The trickle down of the dollars educationally, if you are going to let those trickle down, it will trickle up in the future, and we need to have those dollars. We need to have those dollars for these families. We have got a tremendous amount of one-parent families in this State and probably in this Nation—you know, those mothers are looking for food and clothing and housing, and they are not talking about college educations, they are talking about existing, and so those kids are sacrifical lambs in that whole process.

So what you can do to get that extra person in that classroom, to help that youngster learn how to read, is really a most important task, and I urge you to fight hard for that. I think that it is darn good spending, and there are more people out there now that will support you to make certain that the future of education is protected and the future of this society, indeed.

Thank you very kindly.

Mr. **Kildee**. Thank you very much, Mr. Conroy.

Dr. Spathelf, you mentioned a 28-percent drop in participation in the school lunch program since the Federal cuts have taken place. This 28-percent reduction comes at a time when the economy in this area is the worst I have seen in my adult lifetime. Could it be that at the same time that participation in lunch programs is falling off that because of the economic hard times nutritional quality at home might also be lessened?

Dr. **Spathelf**. Yes. In fact just yesterday our food service consultant was discussing that very point with me. Many of the Food Service directors whom she has regular contact with watch the kids that do bring lunch from home in the brown bags and they are very distressed that some of these kids come day after day with basically bread, no meat in the bread, sometimes just margerine or cheese, and that other components of a well-balanced meal essential for health and I think having implications on educational learning as well, aren't there.

So I concur exactly with the comment that you make that there are numerous kids in this country that are not having nutritional meals that they need to go at a prime time in their physical as well as educational development.

Mr. **Kildee**. Dr. Mallory, I asked the previous panel to comment on this, and perhaps you can comment also, because you have been associated with education for many years and have been my principal mentor in this area. The Preseident is calling for the reindustrialization of America. I think the Congress feels that is important, too. We are finding the foreign imports in many areas compelling us to do that.

But at the same time, the President is proposing a 31-percent cut in the funding of vocational education. As one who has been on the delivery line of those services, you talk to the business community regularly. Does this make sense to you as a professional educator or, in your opinion to the business community that needs your services in hiring trained people? Would you comment on that?

Mr. **Mallory**. Thank you, I certainly will. There is no way you can have reindustrialization of America, reindustrialization of Flint, Mich., without a skilled, trained manpower force, and without vocational dollars to train these people, this can't happen. I have been in communication, working with our State director as recently as yesterday in fact as well, and assuring us of some fund that we have currently to help us in preparing for some economic development opportunities that we hope will materialize here in Flint, Mich.

The cuts might help eliminate some of these opportunities, but we are planning on an auto world moving in. To maintain auto world would require specialized skills, and we have proved through our career education planning district council and are pursuing with the skill center administrative council a program that would be another first here in the State and hopefully making Flint, Mich., the capital of robotics kind of traning and implement training to support these kinds of economic development, which will lead to the reindustrialization of our auto industry and other diversified skill occupations.

You can't have industrialization without skilled and trained people and that is what vocational education is all about.

Mr. **Kildee**. Does the business community concur?

Mr. **Mallory**. Yes, they do.

Mr. **Kildee**. We have a good relationship between labor and business on vocational education in this community?

Mr. **Mallory**. Yes sir.

Mr. **Kildee**. Congressman Petri?

Mr. **Petri**. I have one or two questions. I am kind of curious whether there are opportunities that Federal law might impede for schools to provide meal services to other than children or for buying meal lunch services from other than just in-house. Do you have industrial kitchens at all? Do senior citizens use the school lunch facilities or do you prepare meals for senior citizen meal sites?

If the Federal Government is involved in 90 million meals a day, believe it or not, even after all these cuts, and they are often almost competing or overlapping delivery systems, and it may be that we can provide all these meals but do it with less overhead if we look for opportunities to eliminate needless duplication.

Dr. **Spathelf**. In a time of adversity, I don't think there is any question that something good can come out of that. The cuts from a positive perspective, and I say that with tongue in cheek, have caused all of us at every level of the operation, from the State Department of Education through the local school districts to look at more economical means of putting those lunches on the table in meeting the minimum nutrition requirements.

In this county, we have examples of schools districts who have contracted with private contractors that have an edge on purchasing supplies and materials and food stuffs. Those programs seem to be working quite well. We have districts who have good industrialized kitchens and are now bulking that food out to satellite distributors at cost savings.

We have senior citizens receiving meals. As a part of that program we have handicapped students receiving meals that are prepared by a different school district and sent into the facility that they are in. But despite all of those things and the improvements that have been made, we are still falling short of the service level, which was nearly 80 percent of the students in Genesee County as few years ago as 3.

Mr. **Petri**. I may have one other question. When Dr. Clark spoke of vocational programs, he emphasized the significance of concentrating, as I think the way he put it. He was saying something about specialized agencies that serve only a part of the people rather than agencies or using delivery systems that might upgrade or give opportunities to a broader range of the people in the community. I wonder if you share that feeling or if you have any ideas about how we can avoid overlapping or duplication of vocational training support systems in your area of responsibility? Do you agree that this is a problem? Do you think we ought to be conscious of this as we redraft job training legislation?

Mr. **Mallory**. Trying to review back to what Dr. Clark had to say, I think where he was coming from is any new programs that would start generating a different delivery system than we have in place today in providing skilled training in vocational technical education. We have a solid, sound, good vocational technical delivery system in place now and what we see emerging is something coming down through the Department of Labor in the area of employment and training, something that is not merged and a part of our current vocational education delivery system, and I think that would be a duplication, a wasted effort.

I think we need a collaborative effort and we are making strides to do that. We have a collaborative mission in our county supported by our CETA consortium. We are employing vocational education dollars to do that, so I certainly support what he was saying.

Mr. **Petri**. We are starting with that legislation right now. We have to make sure it makes sense, given that—different States are organized differently. That is one of the problems when you are doing Federal legislation, so the tendency to have a whole new Federal structure that results in a lot of States duplicating one or more things that they were already doing, but they don't call it the same thing, or it is organized differently. It is difficult to have a Federal law.

Do you think it makes sense to give States an option of taking job training moneys and electing, if they wish, to run it through their existing vocational education or whatever they might call it, rather than mandating that they run it through CETA or private industry councils and so on, regardless of how they may be organized in a state?

Mr. **Mallory**. Personally, I think it should be mandated, all training be provided through the current vocational education system. I think all the States in the country have through the educational process, a vocational technical delivery system. In Michigan not all counties are providing vocational technical training with the use of CETA manpower training money. We happen to be providing some in this county because it is permissible, but not necessarily mandated. And I think Congressman Kildee and I have had a lot of discussions about this, that the test in CETA was never implemented.

It possibly happens sometimes when you have a cooperative consortium that we have here, along with our agency, that is a subcontractor to provide some training, but that is key, critical to manpower training and development that the vocational education training be incorporated as a part of it. So I think it should be included in the legislation that we involve the current vocational education through the educational process delivery system as providing that training in any manpower legislation that comes out.

Dr. **Spathelf**. I concur on that. Public educational facilities in this State, both at the K-12 level and at the postsecondary level have exceptional resources, equipment, facilities, and manpower.

There still needs to be a partnership between business, industry, education, and labor, but I think the public schools and the community colleges are best equipped to do that, then use the exploratory programs and exchanges, to use business and industry as a second classroom to bring that competency level to the entire desired skills.

Mr. **Petri**. Not to belabor the point, but in our own State, when the day is done and after we put the money through CETA or whatever it ends up being called, 60 percent of the training ends up being done by the vocational system. The problem is it costs about four times as much as if the vocational system did the training because of the increased overhead. Consequently, fewer people end up actually receiving training and support. We are struggling to figure out a way to minimize that. I am glad to hear that the same opportunities might exist in Michigan for avoiding some duplication and for providing individuals with training when the jobs aren't there until they upgrade their skills or the economy comes up.

Mr. **Kildee**. Thank you very much, Congressman Petri, and thank you two gentlemen for your excellent testimony.

Dr. **Spathelf**. Thank you.

Mr. **Kildee**. We are running a little behind schedule but I think we will finish all the witnesses today. I would like to have perhaps sit with the panel and testify—the next panel is going to be Dr. Patricia Widmayer, Mr. Loomis, Mr. Argelio Perez, and Mr. Clarence Wills, but because I know he bent over backwards to cooperate with us, if Mr. Harold Jones from the Urban League would come up and give his testimony first, I think we could take care of everyone's needs. We do appreciate your cooperation.

STATEMENT OF HAROLD JONES, DIRECTOR OF EMPLOYMENT AND TRAINING, URBAN LEAGUE OF FLINT, MICH.

Mr. **Jones**. My name is Harold Jones and I am here today representing Mel Brannen of the Urban League of Flint. We appreciate the invitation to appear here today. I am the director of employment and training for the Urban League and we operate a series of employment and training programs which do include education, so if my comments today have a very heavy employment emphasis, it is because we chose to do this in light of our current crisis locally and our involvement in that crisis.

The Comprehensive Employment and Training Act—CETA—which has helped to train millions of people for jobs, expires in September. An administration and a Congress that have erroneously labeled it a failure have probably sealed its fate. Chances are slim that CETA will be reauthorized at a time when we need it most. At a time when unemployment in this community has reached epidemic proportions.

At its present rate of 22.8 percent in the Flint area, unemployment is a tragedy, and I would remind you that when we speak of an unemployment rate of 22.8 percent in the Flint area, the black unemployment rate is computed as nearly double that figure. To put it another way, approximately 46 percent or nearly half of the black people in the city of Flint who are ready, willing and able to go to work can't find a job.

The youth population of the city of Flint is experiencing depression levels of unemployment. Modest estimates place the city of Flint's youth unemployment rate at 50 percent and climbing fast. This problem is also even more pronounced among minority youth where the unemployment rate is estimated to be well above 60 percent.

This already grave situation is complicated even more by the corresponding threats by the administration to eliminate vital services which have been provided to youth in recent years, and of serious cutbacks in surviving programs. Although a special effort has been mounted locally to increase job opportunities for youth this summer, services to the thousands of youth out of school for the summer will be at an extreme low, when demand for those services will be at an all time high.

Families who have been financially secure enough to help support their youth during the summer months, and assist in financing their education are themselves crippled by layoffs and exhausted unemployment benefits. Public assistance rolls are currently being cut back due to the austerity of Reagonomics and shrinking tax dollars, at a time when more people are in need of their vital services.

Being without a job often has tragic effects on individuals in our society.

People who have built up a home, a standard of living, and a healthy self esteem resulting from the benefits of a good job, often find it nearly impossible to absorb the shock and fear of being laid off or fired. Rage, hostility, and fear often crop up in the form of destructive behaviors such as wife beating, child abuse, neglect of friends, drunkenness.

In a study conducted by Johns Hopkins University, it was found that for every 1 percent increase in the unemployment rate suicide rates rose 4.1 percent; hospitalized mental illness rose 3.4 percent; prison admission rose 4 percent; and homicide rates rose 5.7 percent. With the high unemployment we are currently experiencing in Flint, increases in each of these areas is a distinct possibility.

Locally, the Urban League is making a continuous and serious effort to deliver direct services to those in need in this community: First, unemployed persons, by providing employment training opportunities through its OJT program, which is currently funded at $1.1 million; second, persons in need of educational assistance through its educational services department, which is funded at approximately $250,000; and third, persons in need of housing mortgage defaults counseling, and general housing assistance, through its housing center, which is funded at approximately $150,000.

We also actively advocate and speak out on issues which we feel affect our constituency when we feel that positions must be taken. Our commitment to fulfill an advocacy role is why we have come today to make our concerns known to this committee.

Our recommendations are as follows:

Employment and training legislation currently before Congress. We understand that some members of this subcommittee are on the House Committee on Education and Labor and we hope that these remarks will be considered in that regard.

Thus far, four different legislation initiatives have emerged as front runners to succeed CETA. Briefly they are:

The administration's Job Training Act of 1982. In this $2.4 billion initiative, job training would be turned over to the States in the form of a block grant funded at $1.8 billion.

The Training for Jobs Act, S. 2036, cosponsored by Senators Dan Quayle and Edward M. Kennedy, would create a $3.8 billion program to fight unemployment by offering job training to over a million people a year.

The Productivity and Human Investment Act, H.R. 5461, sponsored by Representative Jim Jeffords, would spend $3.6 billion on unemployment and training in fiscal year 1983.

The Community Partnership for Employment and Training, H.R. 5320, sponsored by Representative Augustus Hawkins, calls for $6 billion in funding.

(A fact sheet on the four initiatives was included in the March issue of the Congressional Digest.)

We are sorely disappointed with the administration's initiative. Such a sum of $2.4 billion is grossly inadequate and, by the Department of Labor's own admission, is designed to serve only 20 percent of those eligible under the proposal. Of the four bills, we think Representative Hawkins' proposal is on the right track in terms of the amount of funding needed to make a dent in the unemployment problem.

[EDITOR'S NOTE.—The paragraphs in the written statement which were omitted in oral testimony follow:]

Administration's block grant proposal. For during the years following the enactment of CETA in 1972, we witnessed the inefficiency and inadequacy that characterized the Nixon administration's block grant approach to job training. Amendments in 1976 and 1978 addressed the failure by insuring a stronger Federal role, requiring greater accountability from States and localities.

Therefore, today when the economy continues to force individuals out of the work force while successfully baring millions of others from entry, we think the administration should focus on the benefits of a workable system instead of returning to the failed system of block grants.

On another aspect, we noted that all the bills call for a partnership between for-profit and nonprofit organizations. We commended the bill's sponsors on that point.

The Urban League of Flint has developed a detailed position statement highlighting what we feel to be the most acceptable ingredients on each of the above mentioned bills. That statement is attached.

In summary, we make the following recommendations that any job training legislation should contain if it is to speak to the complex economic problems facing America:

The employment and training program should be permanently authorized and the fiscal year 1983 funding should be at least $6 billion.

PICs and prime sponsors should have an equal role. Training should be delivered through the present prime sponsor and PIC system with some flexibility for program design. However, the administrative requirement must be in place for Federal control. The PICs are involved in increased involvement in the private sector and we think that that is an ingredient necessary for future involvement in employment training. Also, we recommend that 2 year planning cycles be established with local planning councils appointed by the chief local elected official and should develop 2 year plans with performance goals, addressed on an annual basis.

The program should serve economically disadvantaged persons aged 16 or older with a family income not exceeding 100 percent of the Bureau of Labor Statistics' lower living standard; or a person eligible for cash welfare payments during the 6 months prior to application or who is a foster child.

At least 50 percent of funds should be used to serve youth aged 16 to 24.

Community based organizations should be specifically mandated as significant participants in the planning and implementation of training programs.

Separate performance standards should be developed for adults and youth.

The Urban League of Flint has served young and disadvantaged minorities through employment and training programs for most of our 25-year history. The National Urban League has been in the business for 71 years. As service deliverers, we have consistently advocated a comprehensive job training program. Given the continued devastating unemployment rates, now over 35 percent for blacks, we consider this issue one of the most critical to our cities' future.

A few brief remarks about the administration's plans to dismantle the Education Department. The Reagan administration has recommended that the Department of Education be stripped of its Cabinet status and turned into a foundation, to be called the Foundation for Educational Assistance. At the heart of this formidable proposal is the President's long held conviction that education is a responsibility of State and local communities. Dismantling the Department of Education would also fulfill Mr. Reagan's campaign promise to do just that.

As the Urban League views it, the Department of Education debate pits the issues of States rights and zealous deregulation against the need of civil rights enforcement and educational access and equality. While the Federal education role has, and should continue to be limited, we feel its presence was born out of the States inability or unwillingness to provide quality education for all children.

The Reagan administration contends that it will "maintain a continuing commitment" to the support of the education of disadvantaged and handicapped children through the foundation. But this is the same administration that cut education programs drastically last year and has proposed even deeper cuts this year. Therefore, we are curious as to how it proposed to honor a "continuing commitment" through the foundation.

We would like to say that even though this is an education subcommittee, we feel that employment and education go hand in hand, as the gentleman's remarks heavily emphasized, and that also in preparing future legislation, that employment and training should be commingled as much as possible, because what we have found in our years in our experience in working with persons that have graduated from our school systems is that many times, because of the gap between education and the labor market, many people have been ill-prepared to enter the labor market, and to the extent that we can get those two entities together, I think society will reap many benefits from that.

[The attachment to Harold Jones' statement follows:]

PROVISIONS	UL POSITION	SPONSOR
Period of Authorization	Permanent	Hawkins, Quayle Jeffords
Authorized Funding	$6 Billion	Hawkins
Formula for Distribution of funds to State and Local Programs	Funds are to be distributed by the Secretary to states and local areas as follows: • 25% relative no. of unemployed. • 25% relative no. of unemployed over 4½%. • 25% relative no. of individuals residing in areas of substantial unemployment. • 25% relative no. of adults in low income families.	Hawkins
Program Goals and Purpose	• to better prepare youth for entry into adult labor market. • to provide job skills to unemployed adults. • to provide placement, job search assistance, assessment and counseling to all jobseekers.	Jeffords
	• to enhance the nation's productivity growth by making a significant investment on behalf of such persons.	Administration

PROVISIONS	UL POSITION	SPONSOR
Eligibility	• economically disadvantaged persons aged 16 or older with a family income not exceeding 100% of BLS LLS (exclusive of UI and welfare) or eligible for cash welfare payments during the 6 months prior to application, or is a foster child.	
	• 14-15 year olds can receive limited services. • Set-aside for youth 16-24.	Hawkins
Service Delivery Area	Local political jurisdictions-cities and counties-with populations of 200,000 or more may constitute service delivery areas. Groups of cities and counties in which at least one jurisdiction has a population of 200,000 may also join together to form a consortium area for service delivery. Areas of a State that do not meet the population criteria or that do not want to operate their own programs are part of the Balance of State and are the responsibility of the Governor to divide into service areas. Governors designate service delivery areas.	Jeffords (200,000 language (CETA)
Planning and Program Administration	Each local delivery area must have a Planning Council. The Council members are appointed by the chief elected official(s) in the area.	Hawkins, Jeffords Quayle

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PROVISIONS	UL POSITION	SPONSOR
Planning and Program Administration	Not more than 50% of members from business and industry. At least 15% representatives of CBO's and remaining members representatives of labor, education, veterans and handicapped organizations, the eligible population, and public assistance agencies	
	2-year plan is developed by the Council and must be approved by the local elected official(s). The state resolves disputes. Planning Council shall not be eligible to provide services.	Jeffords
	Plans open to public review	CETA
Program Elements	50% of Funds spent for youth 16-24, but amount may be less if the ratio of disadvantaged youth to adults in the area is less than the ratio nationwide. 14-15 year olds, limited services. Authorizes a wide range of counseling, motivational, remedial, occupational and job search activities that prime sponsors may choose to provide. Authorizes wage subsidies to private-for-profit employers for hiring youth 16-24; permits work experience and vocational exploration. Subsidized employment is limited to 78 weeks in a 5-year period. Authorizes supportive services, labor market info development, job generating activities, dissemination of info to employers, follow-up services and activities to promote coordination with other federally funded employment-related activities 20% limit on administrative cost	

PROVISIONS	UL POSITION	SPONSOR
Performance Standards	Secretary of Labor must establish minimum national performance standards based on factors such as placement and retention in unsubsidized employment; increase in hourly wages. For youth, separate national standards are to be developed based on educational achievement, school completion rates, referral for further training. The Secretary may approve less stringent performance goals for prime sponsors that demonstrate exceptional economic hardship. Take into consideration varying labor market conditions and client groups.	Hawkins
Allowances	Payment of allowances should be made available to eligibles who demonstrate that participation would be impossible otherwise. • allowance for participants in short term training programs (to eight weeks) should be limited to transportation and supportive services; • wage subsidies for try-out employment in high demand growth occupations with career prospects and an entry wage at least double the federal minimum wage; • cost allowances that will reimburse participants who must travel outside their residential bases to participate in training programs, leading to permanent employment in growth occupation; • Share income maintenance costs for welfare and unemployment insurance recipients by requiring continued benefits while these participants are training.	

PROVISIONS	UL POSITION	SPONSOR
State Programs And Responsibilities	The Governor is responsible for providing services to areas not served by local prime sponsors in the Balance of State. In addition, 10 percent of the funds are set aside for Governor's Grant Programs. Each Governor must appoint a State Employment and Training Coordinating Council (SETCC) composed of representatives of employment and training agencies, including the State Vocational Education Board, State public assistance agencies, the State Employment Security Agency, State postsecondary institutions; representatives of local governments, PIC's, CBO's, the eligible population and the general public. The SETCC assesses State needs, reviews local program plans and operations; reviews the plans and programs of related State agencies and makes recommendations for improvement; advises the Governor on their effectiveness; and participates in the development of the Governor's plan. Each Governor must develop a State plan for the use of the Governor's Grant funds. The plan is reviewed by the SETCC and must be approved by the Secretary of Labor. Governor's funds may be used for: coordination and technical assistance; model programs; vocational education services; funding the SETCC: labor market information; and special programs for rural areas and industrywide training.	Hawkins

PROVISIONS	UL POSITION	SPONSOR
State Programs and Responsibilities (Continue)	The State Board cannot provide participant services. It must contract out its programs. The State Boards, administrative unit runs the State programs. The Governor must approve the Board's decisions.	Jeffords
National Programs	The Secretary should continue to fund national programs to address problems of persons with special labor market disadvantages, to conduct research and demonstration projects designed to improve service delivery, and to provide training and technical assistance to local program operators.	Hawkins, Quayle
	National CBO's of demonstrated effectiveness should be specifically designated as possible program participants for national programs.	

Mr. **Kildee**. Thank you very much.

You have described well in your testimony the relationship between employment and education. You, being of a minority group, see that with more sensitivity than many other people might.

I appreciate your testimony. We have been told by Mr. Stockman that following this great cut in the Federal commitment to fund vocational education and CETA, much of their funding could be taken up by the local government and the private sector. Do you think this is realistic?

Mr. **Jones**. No; I don't.

Mr. **Kildee**. I am asking for the record, obviously.

Mr. **Jones**. Right. I think that what Mr. Stockman is in effect doing is passing the responsibility along without passing the wherewithal to assume the responsibility, and I think that especially in the Flint economy, because of the current crisis we are having in the auto industry and other kinds of things that are shrinking our tax dollars and has our economy in a recession, I think that more responsibility without more money won't help the situation any.

Chairman **Perkins**. I just want to compliment the gentleman and tell you I understand the problem.

Mr. **Petri**. Could I ask a question? On page 6, you say community based organizations should be specifically mandated as significant participants in the planning and implementation of training programs. I wonder if you could expand on that at all or explain it? Many of the existing training programs that are done through schools or vocational education have advisory councils and try to work with industry and different segments of the local government. What is it that community based organizations bring to the mix that makes it advisable to mandate them specifically as part of this whole process?

Mr. **Jones**. In terms of getting a good mix of people on your advisory boards at all levels of the spectrum, the ladder, community based organizations, be it Urban League, be it whatever, Indian entities or whatever, bring to these advisory boards—we are saying that they need to be structured into the planning process so that all along the points in the decisionmaking processes, the concerns for the minority population, which is currently suffering at twice the rate that the national level is, will be brought to the attention of the planners and the people who appropriate dollars for these kinds of programs.

I think that in mandating that as part of the legislation insures that kind of input from a broad base of the population, particularly the minority groups.

Mr. **Kildee**. Thank you very much, Mr. Jones. I appreciate you preparing this testimony for us.

I think now we will turn to the panel from the Michigan Department of Education that has joined us—Mr. Arnold Loomis, another one of my mentors in vocational education; Mr. Argelio Perez, supervisor of program development, food and nutrition; Mr. Clarence Wills, supervisor of compensatory education programs; and Dr. Patricia Widmayer.

STATEMENT OF PATRICIA WIDMAYER, DIRECTOR, OFFICE OF LEGISLATION AND SCHOOL LAW, MICHIGAN DEPARTMENT OF EDUCATION

Dr. **Widmayer**. Mr. Chairman, Congressman Kildee, and Congressman Petri, thank you for this opportunity to appear before your Subcommittee on Elementary, Secondary, and Vocational Education.

I am Patricia Widmayer, director of legislation and school law, for the Michigan Department of Education. On behalf of the State board of education and Superintendent Phillip Runkel, I bring you their greetings and commend you once again for demonstrating your stalwart support and concern for education by holding this hearing today. Dr. Runkel asked me to extend his personal regrets that he is unable to join you this morning. However, a longstanding obligation to attend a family wedding made it impossible for him to be here.

Mr. Chairman, Dr. Runkel also requested that I deliver a personal letter to you regarding your public position on the current proposal to freeze all discretionary programs at 1982 levels for the 1983 budget. If I may read the letter directly:

Chairman **Perkins**. Excuse me. I received a letter from him this morning, and you give him my best wishes.

Dr. **Widmayer**. I will be happy to. I would like to share for the record his comments in his letter to you, because I wanted to be sure that everyone had the opportunity to know that he indicated that although he is unable to be with you this morning, he wanted to thank you for standing up for education as one of our most vital national priorities and commend you for your public statement in opposition to a freeze to funding for discretionary programs in the 1983 budget is to be admired and is sincerely appreciated. He strongly concurs with your position.

> The young people of this country look to us for leadership and fair chance to receive an education. Yet current funding levels are denying many of our students the necessary opportunities for learning. I commend you for your continuing ladership on behalf of education.

My colleagues and I from the State department of education view with great dismay and deep concern the effects that already approved budget cuts have had on Michigan education. Compounding this by further cuts proposed for the 1983 budget would dramatically effect educational opportunities in our State. Let us share with you the impact that existing cuts have caused and provide projections on the further results of the fiscal year 1983 proposals. The students of our State and across this country cannot continue to be punished by this diminished national commitment to education. We urge your consideration for the restoration of previous funding levels.

Joining me this morning to share with you a statewide perspective of the budget impacts for fiscal year 1982 and fiscal year 1983 are: Mr. Ben Perez, supervisor of the program development unit.

Mr. **Kildee**. Mr. Perez.

STATEMENT OF ARGELIO B. PEREZ, SUPERVISOR OF PROGRAM DEVELOPMENT, FOOD AND NUTRITION, MICHIGAN DEPARTMENT OF EDUCATION

Mr. PEREZ. Thank you, Argelio B. Perez. Currently, I am the supervisor of the food and nutrition program. Before joining the department, I was with the Lansing Public Schools. I appreciate this opportunity to share our concerns with you.

There are several issues I would like to bring to your attention. The child nutrition programs experienced a $1.5 billion reduction in funding as a result of the Omnibus Reconciliation Act of 1981. The impact of this act can be seen in our State and across the country.

Since its enactment last August, approximately 1,100 schools have terminated participation in the national school lunch program, nationwide. In Michigan alone, over 75 schools have terminated their national school lunch program. In October of 1981, over 91,000 fewer meals were served in Michigan on a daily basis, compared to the previous year. In December of 1981, over 167,000 fewer meals were served in Michigan on a daily basis, compared to the previous year. It is most disheartening to equate the loss of meals served to the potential decrease in overall health and well-being of the children in our State.

As a result of the current policy, and in anticipation of future policies, our concerns are as follows:

First, due to decreased reimbursement and fewer commodities, school districts have found it necessary to increase meal charges to students. Students who qualified for reduced price meals experienced a 100-percent increase in their meal charge. As a result of the economic climate in our State, many families cannot afford the national school lunch program for their children.

In addition to the decrease in Federal funding, school districts that were once able to subsidize their meal programs, can no longer afford to do so. As a result, participation in the school meals programs has decreased, which in turn further increases average per meal production cost.

Second, the intent of the National School Lunch Act of 1946, was "to safeguard the health and well-being of the Nation's children." The growth of the program over the past 35 years came to a dramatic halt in fiscal year 1982, yet the need for the program remains just as great today as it was in 1946.

The administration's "New Federalism" would eliminate the child nutrition programs from Federal control by 1991. Yet, national nutrition programs were originally developed because children had nutritional needs that States and local communities were unable to meet. Although States and local communities are more sensitive today to child nutrition, there is no reason to believe that States and local communities could replace the funding level for child nutrition that the Federal Government has historically given. It is unlikely that child nutrition programs will fit within the competing priorities and limited resources of most State and local governmental units.

Third, I would also like to comment on some of the current consolidation proposals. The proposal to combine the school breakfast program and child care food program into a general nutrition assistance grant with a 30-percent reduction in funding, gives us great concern. By providing a grant and eliminating the entitlement status of these programs, the potential for increasing or maintaining services to children is decreased.

The increased need for child care is related to the increased number of working mothers and single-parent families. There is substantial reason to believe that decreased Federal support for the child care food program will ultimately increase the cost of child care services and thereby reduce the incentive for many parents to work, especially when child care subsidies have had to be reduced significantly in our State budget as well. This situation could also result in many more children not receiving adequate nutrition at an important time of their development.

It is our recommendation that the national school lunch program, the school breakfast program, and the child care food program retain their entitlement status and that no further cuts be made. We also recommend that consideration be given to providing additional funding to return meal reimbursement levels for paid and reduced price meals to the July 1, 1980 level.

Our fourth concern is in the current administration's proposals regarding the proposed appropriation language that authorizes the Secretary of Agriculture to adjust reimbursement rates if the appropriation level is insufficient for the national school lunch program. This language change would eliminate the national school lunch program's entitlement status. We cannot, in good conscience expect schools in our State and our country to operate programs when their funding level is so uncertain. A district's food service program budget is greatly influenced by reimbursement rates. The Secretary, if given the authority, could possibly eliminate funding for a given category.

In summary, we are concerned about the future of the child nutrition programs. Loss of or the uncertainty of Federal funding will further impact on declining meal service to our Nation's children. It is of great importance to retain the entitlement status of the child nutrition programs with adequate funding levels.

The continued support of the child nutrition programs is essential for maintaining the health and well-being of our Nation's children. As our children are our Nation's greatest resource, they should continue to be a priority of our Federal Government.

The second person testifying is Mr. Clarence Wills on behalf of compensatory education.

STATEMENT OF CLARENCE WILLS, SUPERVISOR OF COMPENSATORY EDUCATION PROGRAMS, MICHIGAN DEPARTMENT OF EDUCATION

Mr. **Wills**. Mr. Chairman, and Mr. Kildee, Mr. Petri and Mr. Jennings, I would like to thank you for this opportunity to testify before the committee and share with you some of the information about the impact of the cuts on the compensatory education program.

I am the supervisor for the State compensatory education program and so I get a view of the statewide picture. I would like to share with you the unfortunate impact that is occurring to programs for the educationally disadvantaged in Michigan. The impact is occurring as a result of 2 years of budget reductions and an unusual complexity of the chapter 1, title I formula. The successes of title I have been well documented by national assessment programs, the 1976 compensatory reading study and a number of other studies, so I won't dwell on that, because despite this effectiveness, compensatory education across the country and especially in Michigan, is being arbitrarily diminished by the budget cuts.

Michigan is not just taking a 4-percent cut in title I but Michigan is being hit with an unexpected 18-percent reduction in its grant awards due to several compounding circumstances. To be more specific, the 1981-82 funding level was $130 million for all title I programs. The award for 1982-83 is expected to be about $107 million or a reduction of about $23 million. The recommended reduction for 1983-84 school year is much, much greater.

I submit that a cut of that magnitude that we are taking, coupled with the additional liability for unemployment compensation, will do indescribable damage to educational opportunities for low achieving pupils. These cuts are likely to destroy compensatory education programs, not only in Michigan, but throughout the Nation. But at the least——

Chairman PERKINS. I want to interrupt you and state that I agree wholeheartedly with that statement. I am seeing them cut back in my own State. The best teachers are being laid off, and everything that we built up is being destroyed. That has been the effect of these cutbacks so far. If we go on cutting this year, I agree with you that these programs will be destroyed.

Go ahead.

Mr. WILLS. In addition to the destruction that is now occuring with the educational programs, our State has a very serious economic depression with our unemployment running at about 17 percent. So not only are we going to have our educational programs destroyed, but we are going to be asked to contribute toward the greater rate of unemployment with the layoff of approximately 1,800 additional Michigan educators, and I use the number 1,800, and I think that is extremely low, very conservative.

Why such a large cut for Michigan? I would like to describe that for you, because we have been led to believe it is a very small cut throughout the Nation. It is 4 percent. But Michigan is getting an unusually large cut because, No. 1, the State has been unable to increase AFDC payments, but rather it has had to actually decrease AFDC payments. As a result, we are going to lose 30,000 eligible pupils, and that translates into about a $9 million loss for the chapter 1 program.

No. 2, the State and local districts, as a result of the economic depression, have been unable to increase average per pupil spending in our schools at a rate equal to the rest of the Nation. Now, because that is also built into the title I formula, this will cost Michigan another $9 to $10 million loss in its funds for disadvantaged pupils.

And No. 3, of course, the budget provisions of the continuing resolution. That is the 4 percent reduction and the zero funding for concentration grants will cause a further reduction of about $9 million. I will have to qualify these figures a bit to say that there was enough money in the continuing resolution so that the hold harmless clause will take effect, and that will reduce our loss to $23 million rather than the full $27 million.

We think all of our schools will get about 85 percent of the amount of basic grant they received last year, but that means in many districts, especially urban districts like Flint, Detroit, and Saginaw, they are likely to have funding cuts that total about 25 percent. Now, this huge reduction is going to eliminate services to about 40,000 educationally disadvantaged students in the State of Michigan.

I urge you to reconsider the unevenness of the existing reductions. Additionally, I urge this committee to consider the damage that is being done to a program that has demonstrated success in delivering equal education opportunity. It is of critical national interest that the administration's proposed cuts for chapter 1 be rejected and that chapter 1 be supported instead by increased appropriations.

Gentleman, I would like to thank you for this opportunity.

[Attachment to the prepared statement of Clarence Wills follows:]

ATTACHMENT

IMPACT ON MICHIGAN OF ECIA CHAPTER 1 (ESEA TITLE I) FUNDING CUTS PROJECTED FOR 1982–1983

[Funding: LEA's, State agencies and corrections]

	1981–82 grant award	1982–83 projections	Approximate decrease	Percent change
LEA's	$112,817,010	$92,000,000	–$20,800,000	–18
Basic	108,495,829	92,000,000	–16,500,000	–15
Concentration	4,321,181		–4,321,181	–100
Migrant education	6,443,030	5,900,000	–543,030	–8
Handicapped education	8,051,821	7,200,000	–851,821	–11
State aid	1,350,037	1,060,000	–290,037	–21
State agencies and corrections	1,631,496	1,400,000	–200,000	–12

Projected reductions in local chapter 1 staff.—LEAs: 900 teachers or 2,700 teacher aides; state agencies and corrections: 9 teachers or 27 teacher aides.

Projected reductions in chapter 1 services.—LEAs: elimination of services to approximately 40,000 children; state agencies and corrections: elimination of services to approximately 400 children.

Distribution of funding cuts.—Districts not eligible for concentration grants: projected 15 percent cuts for all districts; Districts eligible for concentration grants: projected cuts of up to 23 percent (21 districts in 20–23 percent range).

Chairman PERKINS. You would have liked the report which this committee sent to the Budget Committee. We felt that rather than just trying to hold the line, we wanted to restore funds. I just wish that we had more widespread support, but this committee certainly concurs with your statement that this is a very high priority.

Mr. WILLS. The final person to testify is Mr. Arnold Loomis on behalf of vocational-technical education.

STATEMENT OF ARNOLD LOOMIS, DIRECTOR OF VOCATIONAL-TECHNICAL EDUCATIONAL SERVICES, MICHIGAN DEPARTMENT OF EDUCATION

Mr. LOOMIS. In my testimony before this subcommittee on April 1, 1982, I pointed out the past successes of Michigan's vocational-technical education programs, the need for expanding vocational education, the effects that the budget cuts are having upon our program effort, and the effect that proposed further budget reductions would have. Since that time, my anxiety for the ability of the State to continue to have a viable work force and in terms of the country being able to maintain and to have a future viable trained work force has now decreased. In fact, I would say my anxiety has increased primarily because of two important factors:

One is I have additional data which is contained in this testimony today, and the other is that I have been able to review the administration's promise for consolidation of vocational education and adult education, and today I would like to limit my remarks to the second part, and that is the proposed consolidation of the legislation, because I think it really tells the story, and in fact, I think I only have to deal with two parts of that proposed legislation to tell the story as to where the current administration sees vocational education going.

I would be less than honest if I didn't admit that the current vocational education law is complex and could use a tuneup. Like an old car, it has been running for several years and the models and the times have changed. My analysis of the current proposed administration's draft of the Vocational and Adult Education Consolidation Act is that is a major overhaul rather than a tuneup, and I would also suggest, if I may, that the mechanics who built it were not in a fully certified vocational-technical program, since they forgot to put back in some of the most important and time tested parts.

No. 1 is part of the national commitment. The proposed administration's plan, which consolidates vocational education and adult education, calls for authorizations of $500 million in fiscal year 1983 and for 1984-1987 it uses a term "such sums as may be necessary." If this plan does become legislation, we will have gone from an actual Federal appropriation of $29,787,340 for vocational education in Michigan in fiscal year 1981, to an estimated $17 million in 1983-84, and that is if full authorization is appropriated.

This proposal clearly implies to me that we will turn a program which has historically been a State, local, and Federal program into one which is only State and local. I agree that the State and local governments should be fiscal partners, since they benefit, but the Federal Government also benefits from the partnership by having the unemployed retrained for new jobs, a national skilled labor force irrespective of State boundaries, the technically qualified workers who will be necessary to retain a national defense capacity, and a tax base of employed people. We do not in Michigan have the resources to pick up the slack that will result from losing the Federal partner.

The second part that I would talk about, which I think also tells the story, is a national commitment to special populations. To me, it appears that we have an inconsistency in proposed Federal policy. The Vocational Educational Act has become a forerunner by providing funding mechanisms to assure equity and access to those populations who have special needs. Since 1968, when mandatory expenditure requirements came into effect in the legislation, significant progress has been made. States were told that equity and access are national priorities which cut across all State boundaries. This policy was consistent with Federal civil rights policy and court decisions.

The permissiveness reflected in the current draft of the new legislation has clearly signaled to populations with special needs, to the disadvantaged, to the handicapped, and to the women entering the work force, that these issues and issue of sex equity, bilingual education and so forth, are no longer a national priority. I think this is a mistake. We have made tremendous progress as a result of the setasides in these areas in the past few years. We have a long ways to go, and I think it would be a serious mistake for the Federal Government no longer to recognize that they do have a national commitment to special populations.

I want to express my appreciation for appearing in front of you to discuss the critical issues in vocational education. We would be pleased to have any comments or questions.

[The prepared statement of Arnold Loomis follows:]

PREPARED STATEMENT OF ARNOLD LOOMIS, DIRECTOR OF VOCATIONAL-TECHNICAL EDUCATIONAL SERVICES, MICHIGAN DEPARTMENT OF EDUCATION

Mr. Chairman and members of the Subcommittee on Elementary, Secondary and Vocational Education, my name is Arnold Loomis. I have been involved in Vocation Education for 20 years. I am currently State Director of the Vocation-Technical Education Service, Michigan Department of Education. I am pleased to be able to discuss with you important issues regarding vocational education.

In my tesimony before this Subcommittee on April 1, 1982, I pointed out the past successes of Michigan's Vocational-Technical Education programs, the need for expanding vocational education, the effects that budget cuts are having upon our program effort, and the effect that proposed further budget reductions would have.

Since that time I have received additional data which points up the serious problems we are facing in this State and their continuing impact on vocational education. In addition, I have also received the administration's new legislative proposal for vocational education. I will speak to these two issues today.

Michigan's unemployment rate which is now at 17 percent means 725,000 people are unemployed. This is up from 684,000 people last month. This situation continues to intensify the inability of the State to obtain the fiscal resources to sufficiently mount the type of new programs which are necessary to respond to retraining issues. In addition, at the secondary level we have lost over 200 on-going programs this year. Services to special populations and program improvement activities are in the process of elimination or reduction. These reductions will lead to further fiscal problems in the future because we are complicating one long range solution to our problem—the maintenance of a trained work force. This is clearly due to the State's inability to provide fiscal support to local educational agencies and by the Federal Government moving away from its commitment through fiscal cutbacks.

If there is any question as to the desire of the State's population to consider vocational education as anything less than a priority, a series of opinion polls through the Department of Education's Project Outreach dispels this thought. Consistently one of the top priorities identified by the citizenry has been vocational education.

At a time when the people are saying we need more vocational education, not less, and the State and National economy shows that we need more vocational education to meet the retraining needs of displaced workers, changing technology and competition of foreign markets, we are receiving less fiscal support. On the one hand we want to increase productivity, reduce unemployment, and compete with imports and on the other hand we are reducing the fiscal resources to accomplish this purpose. This appears to me to be an inconsistency in National policy.

I believe the following excerpts from an editorial in the April 10, 1982, issue of the Detroit Free Pree tells the story well.

"How long federal support will be provided is iffy, but the federal administration is providing some hints. Raymond Donovan, U.S. Secretary of Labor, was in town recently to examine the downriver communities ravaged by plant closings. He is sympathetic, but of the opinion that the state administration, not the federal should provide training programs. . . . But it takes money to keep classrooms open and staffed. It may be that after the magnitude of the problem becomes apparent in Washington, federal funds will be made available for these purposes. They certainly should be made available."

The second issue I would like to talk about is the administration's new proposed legislation for Vocational and Adult Education. I would be less than honest if I did not admit that the current Vocational Education law is complex and could use a "tune up." Like an old car, it has been running for several years and models and times have changed. My analysis of the current propose administation's draft of the "Vocational and Adult Education Consolidation Act" is that it is a major overhaul, rather than a tune up. I would also suggest that the "mechanics" who built it were not in a fully certified vocational-technical program, since they forgot to put back in some of the most important and time-tested parts.

I will speak to two of the primary missing parts.

1. NATIONAL COMMITMENT

The proposed administration's plan, which consolidates Vocational Education and Adult Education, calls for authoirizations of $500,000,000 in fiscal year 1983 and for 1984-1987 "such sums as may be necessary." If this plan does become legislation, we will have gone from an actual Federal appropriation of $29,78[illegible],403 for Vocatioanl Education in Michigan in 1981 to an estimated $17,000,000 in 1983-84. (If full authorization is appropriated.) This proposal clearly implies to me that we will turn a program which has historically been a State, local and Federal program in to one which is only State and local. I agree that the State and local governments should be fiscal partners since they benefit. But the Federal Government also benefits from the partnership by having (1) the unemployed retrained for new jobs, (2) a national skilled labor force irrespective of State boundaries, (3) the technically qualified workers who will be necessary to retain a national defense capacity, and (4) a tax base of employed people. We do not have the resources to pick up the slack that will result from losing the Federal partner.

2. NATIONAL COMMITMENT TO SPECIAL POPULATIONS

Again, it appears that we have an inconsistency in Federal policy. The Vocational Education Act has become a forerunner by providing funding mechanisms to assure equity and access to those populations who have special needs. Since 1968 when mandatory expenditure requirements came into effect in the legislation, significant progress has been made. States were told that equity and access are National priorities which cut across all State boundaries. This policy is consistent with Federal Civil Rights Policy and court decisions. The permissiveness reflected in the current draft of the new legislation is clearly a signal to populations with special needs, to the disadvantaged, to the handicapped and to women entering the work force, that these issues and issues of sex equity, bilingual education, etc. are no longer a National priority. (I think you will find that this is a mistake.)

Once again, I want to express my appreciation for this opportunity to share my thoughts with you on the critical issues of Vocational Education.

Chairman PERKINS. Let me just compliment the panel for bringing to the committee's attention the predicament that confronts the country if the suggestions of the President were passed by Congress. We are doing everything in our power to make sure that that does not happen. However, we have our work cut out for us, and we need your full cooperation all the time. We will do our level best to see that we improve these programs instead of tearing them down.

Now, Mr. Kildee referred a few minutes ago to the Committee on Education and Labor making some restorations. We were to report to the Budget Committee by March 15, and just prior to March 15, our full Committee on Education and Labor assembled. We recommended restoring the funds that were cut in nutrition, title I, and vocational education, CETA, numerous other programs. We sent our report to the Budget Committee to see what action they would take.

I don't think anybody at this stage of the game knows exactly what will happen in Washington. But we are on guard and we are going to do everything in our power to make sure that these further cuts are not made.

Let me compliment all of you. Your testimony has been most interesting, and tell the State school superintendent we will look for his public appearance the next time we are around.

Dr. **Widmayer**. Thank you very much, Mr. Chairman. He will certainly be continuing to work with you I am sure.

Mr. **Kildee**. I want to thank the panel, too.

Mr. Perez, have any schools in Michigan asked for exceptions from the Michigan school lunch requirements?

Mr. **Perez**. Yes, we have had 33 districts that submitted waiver requests that come under the exceptions in our State mandate. Michigan has a state mandated school lunch program and the mandate ties participation into the national school lunch program for reimbursement. The State board of education granted seven waivers to date. That is where the 75 schools come from.

Mr. **Kildee**. Because of the Federal cuts they no longer can afford to provide a lunch program, so they have applied for exception?

Mr. **Perez**. That is correct. They have generated deficits beyond what their local school board can stand at the present time.

Mr. **Kildee**. Mr. Chairman, what you predicted would happen, has already happened in Michigan. Actual exceptions have been granted then?

Mr. **Perez**. Yes.

Mr. **Kildee**. Others have applied for the exception?

Mr. **Perez**. Yes; of the approximately 534 schools districts in Michigan, I estimate that a third of them are beginning to generate deficits in their school lunch program that are going to generate some hard decisionmaking at the local level.

Mr. **Kildee**. Thank you very much.

Last year Dave Stockman assured the subcommittee this would not happen. The chairman, who built this program, who had the experience, responded that it would happen. Dave Stockman is a person who I think knows the price of everything and the value of nothing, and he has applied it to education. It has hurt education very badly.

If you will indulge me for a moment I would like to recognize another member of the Flint Board of Education who has just entered the room. Dr. Daniel Kildee.

Mr. Petri.

Mr. **Petri**. One quick question.

Do you recall, Mr. Loomis, off hand, what percentage of the total funds for vocational technical-education in this area comes from Federal sources? I am interested in comparisons around the country. In some districts in our area, it is 4 percent and in others it is 7 percent.

Mr. Loomis. Ours historically has been running about 10 percent. However, with the cutbacks this year, I am not sure what it will be. Historically, though, about 10 percent.

Mr. Petri. It may be a little lower percentage than that if the cuts occur?

Mr. Loomis. Yes.

Mr. Kildee. Mr. Wills, at the same time the administration is asking for cuts in title I, the Michigan Legislature was cutting back on the already passed appropriations for education. Did they also cut back on the State compensatory education program?

Dr. Widmayer. No, the Michigan Legislature had reduced the State compensatory education program a year prior to that. Our first year budget crisis. In the second year, they actually restored some money to the compensatory education program. They showed courage.

Mr. Kildee. More than they show in Washington, then.

Dr. Widmayer. Right.

Mr. Kildee. I think Mr. Timmons has consulted with the other witnesses and we will take a break now. Before we do that, I want to extend my gratitude for the attendance and participation of the people in the audience today. I have received, Mr. Chairman, several hundred, perhaps close to a thousand letters from parents and students about title I. These letters were letters in which the parents and students really lay bear their souls, telling how they as individuals and as families have benefited from title I and begging us not to go along with the proposed cuts.

I have answered and signed every letter personally, because I felt anyone who writes to me with such tremendous feeling deserves a letter. So I took several hundred letters of reply home each night and signed them.

You are chairman, you have to recess.

Chairman **Perkins.** I want to tell you that we have had a wonderful hearing today. Did you call on Mr. Petri for some questions?

Mr. Kildee. Yes.

Chairman **Perkins.** We will recess then until 1:30. Other witnesses will be heard then and we will finish all of you today.

Thank you very much.

[Whereupon, at 12 noon, the hearing was recessed, to reconvene at 1:30 p.m. the afternoon of the same day.]

AFTERNOON SESSION

Mr. Kildee. We will resume the hearings at this time.

Our next panel will consist of Dr. Ethel Smith, associate professor of education, University of Michigan, Flint.

I think she probably has some people with her.

Dr. Smith spent a recent sabbatical working for this subcommittee in Washington, D.C., where we appreciated her tremendous services to the committee.

Dr. Smith. Thank you. I enjoyed my sabbatical there.

Mr. Kildee. Thank you very much.

Would Ms. Marjorie McBrien join the panel, also please introduce the people with you.

Dr. Smith. Mr. Harold Needham and John Maxwell.

Mr. **Kildee**. You can proceed in any way that you have planned among yourselves.

Dr. **Smith**. I will introduce them when their name is appropriate in my testimony and then finish my oral——

Chairman **Perkins**. I want to interrupt to welcome you. You worked up there with us several months and we enjoyed it and we are glad to see you back here and doing well and being a great leader in this area.

Go ahead.

STATEMENT OF ETHEL M. SMITH, ASSOCIATE PROFESSOR, APPLIED SCIENCE PROGRAM DIRECTOR, THE UNIVERSITY OF MICHIGAN—FLINT

Dr. **Smith**. Thank you.

I asked Gary if he was trying to see if I learned my lessons well last fall.

Mr. Chairman and members of the subcommittee, I am Ethel Smith, professor at the University of Michigan—Flint and director of applied science programs.

I wish to thank you and members of the subcommittee for inviting a representative of this institution to testify on behalf of the Flint campus of The University of Michigan and its efforts to meet the needs of the Flint area.

The University of Michigan—Flint was established in 1956 to service graduates of Flint Junior College, now Mott Community College. A major emphasis in its current role remains that of service to graduates of Mott Community College and other community colleges.

The University of Michigan—Flint has traditionally demonstrated concerns beyond that of a liberal arts institution, including professional curricula and community service as integral elements in its program offerings.

The articulation efforts of The University of Michigan—Flint—UM-Flint—follow closely the recommendations included in the Michigan Department of Education document which clearly indicates specific goals to improve program articulation in occupational education at three levels: secondary, postsecondary and baccalaureate institutions.

A major segment of the student population served by the University of Michigan—Flint was formerly comprised of liberal arts graduates of Mott Community College and other community colleges wishing to complete undergraduate degrees.

Equal access and opportunity leading to the baccalaureate degree has been developed for a growing number of people who have chosen careers in industry, trades, health sciences, and business following their high school and community college education.

Fields of service wherein vocational and career education have their greatest enrollment in high schools and community colleges formerly were not being serviced by the university.

Enrollments in Genesee County in the secondary career/vocational-oriented programs approximated 55 percent of the total enrollment in the past few school years.

At the postsecondary/community college level in Genesee County it is estimated that 75 percent of the students are enrolled in career programs.

The number of persons enrolled in community college vocational education programs has been increasing. In recent years 46 percent of Michigan's public community college enrollment—89,000 out of 193,000 persons—were participating in vocational-technical instruction.

It is estimated by the department of education that nearly 60 percent of these individuals are interested in continuing their education at 4-year colleges.

New areas or regrouping of present programs are based on the job requirements of our emerging post industrial society.

Societal problems such as crime in our cities, declining industrial productivity, high unemployment with skilled/high technical labor market shortages, environmental pollution and energy waste mandate much better education and development of our human resources.

The role of the university is changing and expanding; nontraditional programing is needed.

Cooperation of faculty and university service personnel to understand and meet different human needs is of critical importance. Self-development, enrichment, and career upgrading opportunities are being expanded.

Many adults in the Flint area, although employed and successful, have demonstrated interest in changing or improving jobs and careers. Academic training and credentials frequently are necessary to such advancement. Such students need programs consonant with their goals and aspirations.

The baccalaureate degree program in applied sciences—BAS—helps meet these needs and attracts students from local industry and business at the University of Michigan—Flint.

The vocational teacher education baccalaureate degree/certification program prepares individuals to obtain a degree and certification to teach in the secondary vocational programs in Michigan.

The BAS program concept offers one approach to meeting educational and career needs at the university level for holders of associate of applied science degrees in technical fields.

The BAS program is highly compatible with a major segment of degree offerings at Mott College and complements rather than overlaps or duplicates the educational mission of the community college.

The BAS program at UM-F offers a bachelor in applied science to the student who has earned the associate of applied science degree at a community college in a technical field. The BAS degree:

First, serves transfer students in technical fields who have legitimate higher educational aspirations but for whom no local alternative is available.

Second, broadens the UM-F program, expanding the service and increasing the utility of the academic program to the urban community and the metropolitan region.

Third, contributes to more effective community use of educational resources by complementing college programs and providing an option for students, particularly those employed full time, whose academic and career opportunities are sharply curtailed by the limited capacity of traditional arts and science degree offerings to serve the career and personal needs of those in technical fields.

The program provides for the smooth transfer from the community college to the university. Students may transfer the entire 2 years of the associate of applied science degree including a minimum of 16 credits of general education/liberal arts credit in addition to the vocational/technical major.

All Mott Community College program guides were individually reviewed to identify program requirements in each of the 2-year AAS degree programs that would articulate with UM-F degrees.

These programs generally fell into three categories:

First, existing transferable programs into UM-F degree patterns—BA or BS. For example, community college school directors curriculum into elementary education.

Second, programs that would transfer into existing or planned concentrations with the BA program. For example, criminal justice.

Third, programs of a more technical nature such as industrial, business, mechanical, aviation, health occupations, and food management that include from 10 to 20 arts and science credits within the 2-year AAS degree.

The majority of the Mott Community College programs fell into the last category.

The BAS at the university is designed to add the arts and science courses and includes a "36 credit planned group" in three areas.

This gives students the flexibility to develop individual sequences from the range of programs, concentrations and course offerings in any given semester on the UM-F campus.

In some respects this could be described as an upside down program where the student has first completed the major and probably is employed as a result of the associate degree and is seeking further education for personal or professional development.

Participants in the UM-F BAS degree represent a cross-section of the vocational-technical AAS degrees. They are from the accounting-business, health, merchandising, electronics, and mechanical industrial areas.

A typical case is the AAS degree graduate in surveying pursuing an urban planning "plan of work" at the university. Another individual started out in the machinists apprentice program, received the 2-year AAS degree in mechanical technology, and has taken course work at the university in such areas as industrial psychology and business management to enable him to qualify for a position in a supervisory capacity at General Motors.

I would like to introduce Mr. John Maxwell to you at this time. Mr. Maxwell is general supervisor, apprentice training coordinator tool room, AC Spark Plug Plant. He will briefly tell you what this opportunity has meant to him.

A current bachelor of applied science student who will graduate next week with honors is Mr. Michael Cross who has been cited for one of the highest academic honors bestowed upon a University of Michigan—Flint graduate, the Maize and Blue Award.

Mr. Cross represents in many respects the nontraditional student population. He has a background as a transfer student from the community college, has been through an apprenticeship at General Motors, and worked as a maintenance supervisor.

He began his educational career at the University of Michigan—Flint as a part-time student, but because of a disability was forced to seek a new life style. The opportunity to pursue a baccalaureate degree at the University of Michigan—Flint and the successes he has enjoyed here are part of the rationale for the existence of a campus of the University of Michigan—Flint.

It was my understanding some time ago that as a result of further education and/or the pursuit of a baccalaureate degree Mr. Cross hoped to be in a position to eventually have his own business.

As you know, entrepreneurship has been identified as one possible element in solving our societal problems.

In light of the current economic crisis, the huge national welfare budget, the problems with productivity in the Nation, and unemployment, it seems that Flint is a microcosm of national conditions; conversely we have in Mr. Cross a fine example that our national woes can be alleviated.

Implementation of the BAS degree includes a work plan as follows:

Formalizing the process for documenting the student's prior education and/or experience. Developing criteria for evaluation of student's records based upon articulation agreements, and developing advising/counseling services for applied science students at UM-F.

Increasing internal institutional support for mutually developed articulation agreements.

Clarifying and defining current agreements, criteria, regulations, procedures, and terminology relative to articulation in areas of applied science in relation to UM-F and the community colleges. Publishing articulation agreements.

This type of articulation is a transfer of the entire program in the vocational-technical areas to provide further professional or personal development, depending on many individual needs.

Many of the individuals seeking information and pursuing the 2-plus-2-type degree represent the group referred to as "displaced homemakers."

In a large number of cases the associate degree may have been earned at some previous time and this provides a path to reenter the labor force.

The exemplary programs in articulation developed on the UM-F campus provide the impetus for continuing efforts to meet the needs of a diverse population seeking a baccalaureate degree.

One very important option open to the individual who has chosen a career in one of the economic sectors serviced by vocational/technical education is to prepare to meet the requirements to teach in his area of expertise.

In Michigan the vocational instructional program areas offered to secondary, postsecondary, and adult levels of instruction include a total of 279 titles in the U.S. Office of Education's Codes and Titles in the occupational specialties in trade and industrial, health, and business and office occupations.

In the UM-F program a student would first complete 2 years of technical training—an occupational specialty—normally at a community college, and then, satisfying at UM-F the given education requirements and the requirements for teacher certification.

The program involves the acceptance as transfer credit of a large block of credit, 30 hours, in courses of a highly technical nature.

The University of Michigan—Flint does not teach the technical/occupational courses which comprise the major or the area of certification. However, it is possible to be admitted at any point in the program beyond the 30 hours of the technical specialty.

One of the highlights of the vocational teacher education program at the the University of Michigan—Flint was the student participation in the vocational education teacher certification fellowship program, made available through the congressional enactment of the Vocational Education Amendments of 1976.

I have included a summary of the participants by program area and their status in relation to direct results of the opportunity presented to them through this program.

[The summary referred to above follows:]

VOCATIONAL EDUCATION TEACHER CERTIFICATION FELLOWSHIP PROGRAM, THE UNIVERSITY OF MICHIGAN—FLINT

Name of fellow	Program area	Information Re Status, 1981
J. H. Blair	Health occupations	Coordinator vocational education/CETA linkage project.
R. T. Collins	Electricity	Teaching electricity, Genesee Skill Center.
E. M. Igel	Health occupations	Teaching health occupations.
M. R. Evens	Machine shop	Teaching apprentice related-Mott Community College.
N. C. Schultheiss	Dental assistant and hygiene	Working and attending graduate school.
R. B. Bunker	Auto mechanics	Part-time work not approved, graduated May 1980 without certification. Teaching in a community college part-time.
K. J. Spiegel	Medical assisting	Teaching adult education. Medical assisting.
M. L. Williams	Cosmetology	Teaching—Genesee Area Skill Center.
D. C. Peters	Electricity	Teaching electricity, Oakland County, Mich., Skill Center.
D. L. Leaverton	Printing	Deceased.
M. S. Walri	Health occupations	Reason for June 1979 termination—ill health.
C. L. Simmons	do	Working and attending graduate school.
R. S. Webster	Welding	Teaching welding, Fenton, Mich. Skill Center.
M. E. Huddleston	Medical office	Teaching—Adult vocational education program.
M. M. Watts	Dental hygiene and assistant	Teaching—Detroit Public Schools. Dental hygiene.
M. E. Durish	Quantity foods	Teaching—Quantity foods, Caro, Mich., New Skill Center.
G. F. DeHart	Health occupations	Married and moved to Ohio, summer 1980.
S. J. Johnson	Business/office	Reason for termination—ill health.
M. J. Fortier	Health occupations	Substitute teaching, Genesee Skill Center.

A complete descriptive final report was submitted to the Office of Vocational and Adult Education, U.S. Department of Education, at the conclusion of the project and is available if you wish additional information to determine the effectiveness of this particular component of the Vocational Education Amendments of 1976.

It is obvious that this piece of legislation helped solve the vocational teacher shortage problem in Michigan.

As you know, all institutions of higher eduation in the Nation are undergoing changes from drastic to severe as a result of the drop in college age population, proposed Federal cuts in financial aid, and dwindling State and local funding sources. Even in Michigan, or particularly in Michigan, depending on your point of view.

However, in this State the vocational technical education service of the State department of education has been concerned about the lowering of enrollments in vocational teacher education programs whether by design, caused by lack of support or lack of interest, or by accident.

As a result, a master plan has been proposed to provide a system for assuring a supply of well-prepared teachers of vocational subjects.

In this master plan is included proposed criteria for program standards at the institution, institutional commitment, available full-time faculty expertise, and consideration of demonstrated performance.

Also a very critical point, the number of persons within either program or service areas needing services.

The data reflecting vocational teacher needs is forecast up to 1989-90, and is based on projected secondary vocational enrollments, teachers, and programs.

It is intended that this plan will correspond with and be supplemental to a State master plan for professional development of all vocational-technical education personnel within the State.

The vocational teacher education programs have a unique role to play in such a plan. Vocational teacher educators also operate under a unique set of constraints, given the institutional settings used as a base of operations.

Specifically, the plan will deal with several assumptions on which vocational teacher education rests, a general problem statement, a rationale/philosophy statement, goals, objectives, outcomes, program standards, delivery of services, and funding methods and procedures.

It is the intent of the plan to set the stage for vocational-technical education service consideration of vocational teacher education programs and personnel as an integral part of the overall vocational education system within Michigan.

A third component of the University of Michigan-Flint's contribution to meet critical manpower needs is a broader adaptation of the vocational teacher degree program to prepare training/teaching personnel for community colleges, industry, apprentice programs, private schools and others that do not require a secondary teaching certificate.

Course work such as curriculum development, learning theories, methods, laboratory organization, and management are appropriate preparation for these individuals.

Additional pertinent material for this diverse group is the performance based teacher education—PBTE—modules produced by the National Research Center for Vocational Education at Ohio State. An internship is provided in a setting that is compatible with their career goals.

I would like to introduce Mr. Harold Needham, Mike, who is an April 1982 graduate of this program and has recently been assigned to a position in the Buick Training Center as a course developer and consultant.

Mr. Needham has a very good idea of the values and benefits to our manpower production that Federal vocational legislation has provided.

In summary, I believe the evidence you hear today will strengthen our convictions that vocational education has only been a strong, viable vehicle to help meet the Nation's manpower needs with your help and legislative support and that particular attention shall be paid to the preparation of personnel for quality vocational training.

Unless this is a strong component in any Federal vocational legislation, the sources for effective, viable vocational education will soon disappear.

You remember particularly Jack Jennings said you should bring industry in to speak for vocational education. I couldn't get the president of General Motors, but I have a couple of graduates who are in middle management as a result of vocational education to tell you what they are doing.

STATEMENT OF JOHN MAXWELL, GENERAL SUPERVISOR, TOOL ROOM AND MAINTENANCE, AC SPARK PLUG CO.

Mr. **Maxwell.** I am John Maxwell and I would like to say a little bit about my relationship with Dr. Smith and vocational education.

When I enrolled at the university there was no program established at the time that I was interested in. Dr. Smith told me about the applied science program that she was currently working on and we discussed my needs and she told me that she thought this program would suit and satisfy my needs and that I could transfer into the program once it had become established.

I was one of the first to enter the applied science program and having the degree has helped me tremendously.

Since my graduation I have been promoted to general supervisor, tool room and maintenance. I am also the apprentice coordinator within the tool rooms. I am in charge of their training within the factory.

I enjoy my job very much and I have achieved a high level of success in meeting the needs and challenges of my job, and I have a good future at AC Spark Plug Co. Without my degree in applied science, this would not have been possible because I had tried several other ways to advance and competition gets greater the higher you go and education is the key word in some instances; it is very necessary to have a degree because all of the manufacturing plants, they are trying to increase their level of technology, so it is very necessary that you have a degree.

That is my testimony in favor of vocational education. Thank you.

STATEMENT OF MIKE NEEDHAM, COURSE DEVELOPER AND CONSULTANT, BUICK TRAINING CENTER

Mr. **Needham.** I am Mike Needham. I would ilke to preface my remarks by adding my own welcome to subcommittee members to the Flint area.

Due to the inadequacies of the apprentice and technical training program at GM facilities from my own personal experience when I went through the program I made a personal decision to further my education beyond my apprentice classes at Mott Community College.

I have recently completed the bachelor of science program at Flint in vocational course development.

The concept that I was exposed to in my bachelor program such as skill profiles and task analysis have helped me greatly.

A training center has been established to assure that technical training is highly effective and helps prepare Buick personnel at all levels to meet the challenge of technology now and in the future.

Quality work life committees have played an important role in the Buick Training Center and we believe that we at Buick are industry leaders at skill profiling.

You are all cordially invited to visit the Buick Training Center and see first-hand the results of our efforts.

STATEMENT OF MARJORIE McBRIEN, DEAN, INSTRUCTIONAL DIVISIONS, UNIVERSITY OF MICHIGAN—FLINT

Mr. **Kildee**. We will go to Dean McBrien next and then address questions to the panel.

Ms. **McBrien**. I am Marjorie McBrien representing our president, who is at this moment sitting with the presidents of the other 29 community colleges in the State trying to develop a plan for what to do if the income tax bill currently before our State senate fails.

I would like to welcome you here, Chairman Perkins, Congressman Petri, and Mr. Kildee, of course, our hometown man that we are very happy to have with us today. We do appreciate your coming here and giving us the opportunity to express our concerns to you firsthand.

What I would like to do today is tell you a little bit about Mott Community College, then outline the effects of the economic decline in this area on the citizens of Genesee County, tell you a little bit about how our citizens are responding, discuss the overwhelming need for education and training for adults in this area and talk about the college's ability to respond to this need for training, particularly in the area of equipment, supervision, and support of students, updating of faculty, and curricula and counseling and guidance for students, and all of this particularly in light of the reduced State funding as well as the Federal funding.

Mott Community College is a comprehensive community college. It serves Genesee County in the same area outlined by the people from the Genesee Intermediate School District. We have approximately 10,500 students now, one of the highest enrollments.

Approximately 60 percent of our students are in vocational education programs and this number is increasing daily.

We have 800 apprentices in the program that Mike referred to and that number is increasing because of the decline in employment in the plants in the area.

In 1981-82 we had about 2,800 students receiving Pell grants. As of right now, for fall of 1982, we have about 2,400 applicants and we are receiving more applications every day, so certainly the number of people who need this kind of assistance to go to school is growing.

Approximately 500 of our students receive assistance through the special needs area. About 300 of these are funded under grants specifically for disadvantaged students, and we have about 225 students in our handicapped student program.

The State funding patterns for the community college have changed. You heard this morning about the funding patterns for vocational education in the secondary program being based predominantly on head count or on credit-hours.

For us, the credit-hour formula has changed so drastically that as our credit-hour generation increases our funding is decreasing. We are not keeping up with the students that we are serving.

We generate approximately 200,000 credit-hours per year and about 120,000 of these are in vocational classes.

We work very hard to cooperate with business and industry and with the economic development planning that is happening in our country to try to bring us back to a better economic level and also, as you have heard both from Dr. Smith and from the people from the secondary system this morning, we attempt to articulate with the secondary system and with the universities so that our students can have a smooth flow in their educational program.

Our mission at the college is both to provide for transfer into professional programs in the university, which we expect to increase because, as the funding for the State universities goes down and tuition increases, students cannot afford to go away to school.

We also work to put students through vocational programs so that they can leave the college and go into beginning jobs.

We try to provide life-long learning for students, which means retraining people already in business and industry but who need to update their skills and to provide the guidance and support for students as they are progressing through our programs.

The citizens of the country are undergoing changes in their way of life which make education and training for adults more important than ever before.

Generations of families in this community have depended upon General Motors for consistent employment. In fact, there probably is no other city the size of Flint which is so dependent not only on one industry but on one employer.

With the changes being made in our manufacturing processes, those jobs requiring minimal education and training will no longer exist. So adults with 15 years' seniority in the plants are out of work with no reasonable hope of returning to their former jobs. They must be trained for different work, for a different economic status, for a different way of life.

The economic plight of the approximately 44,300 unemployed workers in Genesee County as identified by the Michigan Unemployment and Securities Commission has had a profound effect on our total community.

Most of the small businesses which started up less than 5 years ago have failed. Service industries and retail stores, some with as much as 40 years of success, are filing bankruptcy and closing their doors.

The county is marred by boarded up houses, abandoned by citizens unable to pay delinquent taxes, and ignored by government officials unable to cope with the burden of assuming possession in lieu of taxes.

Many families are selling everything but what they can pack in a pickup or small tractor and migrating south. The morale of our unemployed has reached a frightening low.

Our counselors at the college are faced daily with students frightened by their own behavior, guilty about abusing their families, sickened by their increasing dependency on alcohol and drugs.

Despondent, depressed, and demoralized, these long-time taxpaying citizens of this United States are fighting for their lives. These citizens are not looking for a handout. They are looking for a chance to put their lives back in order.

However, the opportunities for doing so are limited. Advertised openings for unskilled labor draw long lines and hopeful applicants who often arrive hours before the interviewing starts.

Current announcements that TRA training funds are available have produced 3,000 applicants for 300 tuition grants allocated for students to attend Mott Community College.

Many of these applicants are eligible for Pell grants and we are trying to assist these individuals in obtaining some form of financial help.

If the Pell grant continues to be an entitlement program we should be able to help the truly needy even though the amount that we receive may have diminished some.

It is the families in the $30,000 range which we expect will have difficulty getting aid.

Our local banks and cedit unions have been very cooperative and helpful with regard to the student loan program, so that needy students wanting to come to the college really should be able to obtain financial assistance.

Mott College stands ready to provide training for displaced workers. However, if the Federal vocational equipment money is not made available, students will have no opportunity to learn how to function with the new and highly sophisticated equipment used by business and industry.

Rapidly changing technologies make it almost impossible to provide current equipment for student practice. In the electronics area we have moved from the use of tubes to transistors and microcircuits and are facing fiber optics and laser transmission

While we teach principles and concepts as a basis for transference of knowledge to new fields, students need hands-on experience to prepare them for beginning positions in business and industry.

The advent of the computer has influenced many fields. For example, the $253 single element typewriter of 1978 has been replaced by a $720 word processing terminal which must be attached to an $80,000 computer mainframe and supplemented with a $2,000 printer.

While the mainframe services the administrative and academic systems of the college, so was not purchased from vocational education funds, the cost of each student station has almost tripled.

Most of the high student demand programs are facing similar increases in the cost of equipment for student practice. Some of these program areas are: electronics, fluid power [hydraulics and pneumatics], industrial mechanical technology, robotics, computer aided design, computer repair, computer programing, heating, ventilating and air conditioning, auto mechanics, data processing, word processing, food management, nursing, respiratory therapy, dental hygiene, dental assisting.

These are the program areas that students are attempting to get into.

Without money to purchase equipment which is representative of that in use by business and industry, we will be preparing students whose skills are obsolete before they can find their first job.

A major part of the economic recovery program for Michigan relates to diversification of industry to reduce our dependence on General Motors for economic stability.

The attraction of robotics' firms to this area is an essential part of that program. We must be capable of training personnel for this important industry. Up-to-date equipment is an essential ingredient in our training programs.

Reduction of basic vocational education support will diminish our ability to provide close supervision for health care students working directly with patients and vocational, technical, and business students working with dangerous or highly sophisticated equipment.

Consequently, patient safety may be jeopardized, student safety will be endangered, and expensive equipment may be damaged through improper handling.

Since many of the laid-off General Motors' workers had anticipated lifetime employment on the production line, they saw no need to gain advanced skills in mathematics, communications, or reading. Now that these individuals must return to school to prepare for more technical jobs they are finding that their basic education skills are inadequate.

The college must, therefore, provide for refresher and remediation courses to prepare these individuals for the task of learning a new occupation.

Some of these poeple have been out of high school for 15 years or more. The thought of going to college is terrifying for them. Consequently, small classes to provide individual attention are necessary.

One of our major problems will be to provide the rooms, equipment, and faculty to serve the majority of our people who need and request training.

Even the 3,000 who have applied for training through the Trade Readjustment Act program cannot possibly be absorbed on top of our already record high enrollments.

This semester we have over 10,000 students.

With the economic status of the State of Michigan we have already lost 3 percent of our anticipated total revenue for the 1981-82 fiscal year. Further reductions are probable.

Moreover, with a different Governor and probably several new State legislators who may have run on austerity platforms, the outlook for tax supported institutions in 1982-83 seems rather grim.

Reduction of program support and improvement money will reduce our ability to update faculty and curriculums, thus allowing our programs to become obsolete.

We also need more support in the area of guidance and counseling as we attempt to assist our citizens in coping with the sudden upheaval in their lives.

Throughout the presentations today you have heard about the economic plight of the State of Michigan and the County of Genesee. In respect to how these conditions affect postsecondary vocational education in general and Mott Community College in particular we have several concerns.

Will we be able to help our county, our State, and our citizens to cope with and to recover from the devastating effects of our current economic depression?

Will we be able to provide appropriate training for the overwhelming number of prospective students, many of whom will need extraordinary academic and emotional support?

Will we have sufficient personnel to provide adequate supervision and support to students?

Will we have appropriate equipment, up-to-date personnel, and relevant curricula to meet the training needs and demands of business and industry?

With the increased demands and reduced revenues anticipated, the answer is clearly no.

What our people need are jobs. What our State and county need are new industries to reduce the impact of reductions in the automobile industry, and new workers to meet the technological advances being introduced into the automobile industry.

One of the major keys to meeting these needs is education and training. We need your help to make that education and training possible.

Thank you.

[The prepared statement of Marjorie McBrien follows:]

PREPARED STATEMENT OF MARJORIE MCBRIEN, DEAN OF INSTRUCTIONAL DIVISIONS, C.S. MOTT COMMUNITY COLLEGE, UNIVERSITY OF MICHIGAN—FLINT

OUTLINE

I. Introduction.
II. Effect of economic decline on the City of Flint and County of Genesee with particular emphasis on the citizens.
III. Response of the citizens to personal economic disaster and indefinate unemployment.
IV. The overwhelming demand for vocational education and training for adults.
V. C. S. Mott Community College's ability to respond given reduction in revenues.
A. Student financial assistance.
B. Vocational equipment respresentative of that in current use by business and industry.
C. Proper supervision of students in sensitive areas.
1. Patient safety
2. Student safety.
3. Equipment control.
4. Student academic and emotional support.
D. Training for all prospective adult students.
1. Overwhelming number of individuals needing training.
2. Uncertainty of state funding.
E. Updating of faculty and curricula.
F. Counseling and Guidance Services.
VI. Summary.

Ladies and gentlemen; first I would like to express sincere appreciation to the Subcommittee on Elementary, Secondary, and Vocational Education for providing this opportunity to testify today.

The remarks I will make today, while representative of the 29 Michigan community colleges, in some respects, are more specifically directed toward the situation in Genesee County and, therefore, most closely represent the needs of Mott Community College.

The effects of the economic decline in Genesee county have been disastrous. Individual's lives have been turned upside down. The only chances for these people to recover seem to be through leaving the area to seek employment elsewhere or by obtaining training for a new career. Even when General Motors, the main employer in the area returns to full production, large numbers of individuals will be without jobs unless they have prepared to assume technical positions which require training. It has taken time for the unemployed to accept the situation. Many have tried to wait out the dry spell and now find themselves out of benefits and becoming desperate. Large numbers are migrating south. But many are looking for the chance to retool. Responses to current announcements of new Trade Adjustment Act funds have brought about 3,000 applications from laid off adults. Although the Community College Division of the Michigan State Department of Higher Education has worked closely with the Community College Occupational Deans to utilize federal dollars most advantageously, shrinking federal and state revenues available for education make budget planning and implementation extremely difficult. The community college's ability to respond to declining revenue in relation to providing student financial aid, providing students with experience on equipment representative of that found in business and industry, provide proper supervision of students, provide training for all prospective adult students, retain up-to-date faculty and curricula, and provide appropriate counseling and guidance services for students will all be effected by these cuts.

The citizens of Genesee county are undergoing changes in their way of life which make education and training for adults more important than ever before. Generations of families in this community have depended upon General Motors for consistant employment. In fact, there probably is no other city the size of Flint, Michigan which is so dependent, not only on one industry, but on one employer. With the changes being made in our manufacturing processes, these jobs which require minimal education and special training will no longer exist. Formerly self sufficient adults, some with 15 years senority in the plants, are out of work with no reasonable hope of returning to their former jobs. They must be trained for different work, for a different economic status, for a different way of life.

The economic plight of approximately 44,250 unemployed General Motors' workers in Genesee County has had a profound effect on our total community. Most of the small businesses which started up less than 5 years ago have failed. Service industries and retail stores, some with 40 years of success, are filing bankruptcy and closing their doors. The county is marred by boarded up houses abandoned by citizens unable to pay delinquent taxes and ignored by government officials unable to cope with the overwhelming burden of assuming possession in lieu of taxes. Many families, having run out of benefits, are selling everything but what they can pack in a pickup or small trailer and migrating south. The morale of our unemployed has reached a frightening low. Our counselors are faced daily with students and would-be students frightened by their own behavior, guilty about abusing their families, sickened by their increasing dependency on alcohol and drugs. Despondent, depressed, and demoralized, these long time taxpaying citizens of the United States of America are fighting for their lives.

These citizens are not looking for a handout. They are looking for a chance to put their lives back in order. However, the opportunities for doing so are very limited. Advertised openings for unskilled laborers draw long lines of hopeful applicants who often arrive hours before the interviewing starts. Current announcements that T.R.A. training funds are again available have already produced approximately 3,000 applicants for the 300 tution grants allocated for students to attend Mott Community College.

Many of these applicants are eligible for Pell Grants and we are working closely with the Michigan Employment Security Commission to assist these individuals in obtaining some form of financial help. If the Pell Grant Program continues to be an entitlement program, we should be able to help the truely needy. It is the families in the $30,000 income range which may have difficulty getting aid. Our local banks and credit unions have been very cooperative and helpful with regard to the student loan program. Needy students who want to come to college should be able to obtain financial assistance.

C. S. Mott Community College stands ready to provide traininig for our displaced workers. However, if federal vocational equipment money is not available, students will have no opportunity to learn how to function with the new and highly sophisticated equipment used by business and industry. Rapidly changing technologies make it almost impossible to provide current equipment for student practice. For example, in the electronics area we have moved rapidly from the use of tubes to transitors and microcircuits and are now faced with fiber optics and laser transmission. While we teach principles and concepts as a basis for transference of knowledge to new fields, students need hands-on experience to prepare them for beginning positions in business and industry. Although our equipment allocation has gone from $28,400 in 1978 to $46,400 in 1981, we are still unable to keep up with the changing technology.

The advent of the computer has influenced many fields. For example, the $253 single element typewriter of 1978 has been replaced by a $720 word processing terminal which must be attached to an $80,000 computer mainframe, and supplemented with a $2,000 printer. While the mainframe services the administrative and academic systems of the college, so was not purchased from Vocational Education Funds, the cost of each student station has almost tripled.

Most of the high student demand programs are facing similar increases in the cost of equipment for student practice. Some of these program areas follow: Electronics, Fluid Power (hydraulics and pneumatics), Industrial Mechanical Technology, Robotics, Computer Aided Design, Computer Repair, Computer Programming, Heating, Ventilating and Air Conditioning, Auto Mechanics, Data Processing, Word Processing, Food Management, Nursing, Respiratory Therapy, Dental Hygiene, and Dental Assisting.

In 1981 we spent $11,609 to purchase 13 oscilloscopes for the Electronics Program. This will allow one class of 26 students to use the equipment at a time with students working in pairs. In the Fluid Power Program we paid $32,000 for 5 trainers which will service 22 students at a time. One engine analyzer and one emission analyzer to be shared by 20 students in auto mechanics classes cost $11,500. The other programs listed have similar equipment costs.

Without money to purchase equipment which is representative of that in use by business and industry, we will be preparing students whose skills are obsolete before they can find their first job. A major part of the economic recovery program for Michigan relates to diversification of industry to reduce our dependence on General Motors for economic stability. The attraction of robotics' firms to this area is an essential part of that program. We must be capable of training personnel for this important industry. Up-to-date equipment is an essential ingredient in our training programs.

Reduction of Basic Vocational Education Support will diminish our ability to provide close supervision for health care students working directly with patients and vocational, technical, and business students working with dangerous or highly sophisticated equipment. Consequently, patient safety may be jeopardized, student safety will be endangered, and expensive equipment may be damaged through improper handling. Since many of the laid off General Motors' workers had anticipated lifetime employment on the production line, they saw no need to gain advanced skills in mathematics, communications, or reading. Now that these individuals must return to school to prepare for more technical jobs, they are finding that their basic education skills are inadequate. The college must, therefore, provide for refresher and remediation courses to prepare these individuals for the task of learning a new occupation. Some of these people have been out of high school for 15 years or more. The thought of going to college is terrifying for them. Consequently, small classes to provide individual attention are necessary.

One of our major problems will be to provide the rooms, equipment, and faculty to serve the majority of our people who need and request training. Even the 3,000 who have applied for training through the Trade Readjustment Act Program can not possibly be absorbed on top of our already record high enrollments. This semester we have over 10,000 students. With the economic status of the State of Michigan we have already lost 3 percent of our anticipated total revenue for the 1981-83 fiscal year. Further reductions are probable.

Moreover, with a different governor and probably several new state legislators who may have run on austerity platforms, the outlook for tax supported institutions in 1982-83 seems rather grim.

Reduction of Program Support and Improvement money will reduce our ability to update faculty and curricula, thus, allowing our programs to become obsolete. We also need more support in the area of Guidance and Counseling as we attempt to assist our citizens in coping with the sudden upheaval in their lives.

Throughout the presentations today you have heard about the economic plight of the State of Michigan and the County of Genesee. In respect to how these conditions affect post secondary vocational education, in general, and Mott Community College, in particular, we have several concerns. Will we be able to help our county, our state, and our citizens to cope with and to recover from the devastating effects of our current economic depression? Will we be able to provide appropriate training for the overwhelming number of prospective students, many of whom will need extraordinary academic and emotional support? Will we have sufficient personnel to provide adequate supervision and support to students? Will we have appropriate equipment, up-to-date personnel, and relevant curricula to meet the training needs and demands of business and industry? With the increased demands and reduced revenues anticipated, the answer is clearly, "no".

What our people need are jobs. What our state and county need are new industries to reduce the impact of reductions in the automobile industry, and new workers to meet the technological advances being introduced into the automobile industry. One of the major keys to meeting these needs is education and training. We need your help to make that education and training possible.

Thank you.

Chairman **Perkins**. Let me ask you one question, Mr. Maxwell. If we are successful and reject this cut of 32 percent proposed by the President and David Stockman, and assuming that we are able to get some additional money, do you feel that it would be wise for us to earmark this additional money for vocational education technology, courses involving high technology areas like computers and electronics.

That question has been raised and I want your comments on it.

Mr. **Maxwell**. I think that the money would be well spent if it was directed into that field because industry itself is becoming highly technicalized nowadays.

We have computers within the plants and sometimes it is hard to find people that have the expertise to run these computers.

Right now everything is becoming more and more computerized. Even some of the manufacturing lines are computerized and the automobile industry is going further and further into high technology, so this would be one of the better places to earmark money for this.

Chairman **Perkins**. Do the rest of you want to comment on this in any way?

Mr. **Needham**. If I might respond to that, the danger lies in earmarking money for highly advanced skills which fit very high up in a trapezoid of skills that a potential worker might eventually need to use and overlooking the very basic skills that we find lacking in some of the high school or technical program graduates.

It is not necessarily anyone's fault. I am not placing blame. I am stating fact as we see it from management's point of view, that the basic skills aren't all where we would like them to be, and we feel that we are very willing to cooperate in teaching the higher technical stuff if we can get a little higher level of entry level skills.

Chairman **Perkins**. Thank you, gentlemen.

Mr. **Kildee**. Dr. Smith, your institution obviously provides needed educational services to those involved in management and training programs at General Motors.

You gentlemen here, Mr. Needham and Mr. Maxwell, are imparting that in another way as people working for General Motors.

Do you think education programs like the ones these gentlemen participated in, would serve the dual purposes of keeping Flint a good place for General Motors, attracting new industry and businesses to the area?

Dr. **Smith**. Anything we do to enhance employment and productivity for General Motors certainly would attract additional industry.

Mr. **Kildee**. Are you aware of any formal contacts between the commerce and education departments in Michigan to try to help the reindustrialization?

Dr. **Smith**. There are lots of things going on. In Flint, of course, we have the Business Education Coordinating Committee that I am part of, and I am on another committee, the same kind of committee, business education oriented. I have contacts with other industries, not necessarily in Flint, but the same kinds of things that we are trying to do and the same needs I think that we see here are typical of industries across the Nation.

Mr. **Kildee**. I would think that statewide coordinated efforts between the Government, business, and education communities would enhance efforts to establish a robotics industry in this State. Our Department of Commerce for example, should be working together with our State's educators, and the Michigan Department of Education to coordinate efforts in this area.

I think you have achieved such coordination here on the local level very well. Obviously these gentlemen are better equipped to help train people in their plants.

I think that contact between commerce and education is one that has to be examined continually to make sure that it is really productive.

Dr. **Smith**. I was talking to a man in charge of personnel at the Saran Co. in New Jersey. He related to me several weeks ago that they had to go to Canada to train people for highly technical jobs.

I almost enlightened him here, but I wasn't sure how it would fit into this hearing.

As I said in my written testimony, I feel that Flint is a microcosm of the Nation.

Mr. **Kildee**. A businessman who is thinking of relocating, and knows that both Mott Community College and the University of Michigan have programs to train people within his plant, might feel encouraged to locate his business or industry in this area.

Perhaps the education and training opportunities of any area like Flint should be advertised in the commerce journals to inform businessmen looking for sites to expand to.

I think we have two great training institutions in our area. Perhaps we should be doing more to show new industries what Flint can provide in the way of education.

Dr. **Smith**. I think we have exemplary programs here. It has been fun to work with them.

Mr. **Kildee**. The two gentlemen, your education at University of Michigan has assisted you in training or retraining people in your plant; is that part of your responsibility?

Mr. **Maxwell**. Yes, sir.

Mr. **Kildee**. You have learned techniques of imparting some of the benefits of your technical education to other people?

Mr. **Needham**. Yes.

Mr. **Kildee**. I think it would be attractive to a company to know that there is an institution that can do that for its employees.

Ms. McBrien, I perceive that the role of University of Michigan-Flint and Mott Community College is perhaps complementary rather than duplicative or adversary. Would you care to comment?

Ms. **McBrien**. Yes. It used to be that students who finished none of the technology or technicians degrees at the community college really didn't have anywhere to go without losing a great deal of the credit that they had gained, but with the program at the University of Michigan-Flint they now have a place where they can immediately transfer and take all of their credits with them and build on top of that, which is what the whole articulation process is about.

We definitely feel that it is complementary and would like to do more things like this with the University of Michigan.

Mr. **Kildee**. Thank you.

Mr. Petri.

Mr. **Petri**. What is the unemployment rate now in Genesee County? 22 percent?

Mr. **Kildee**. Twenty-five percent in the city.

Mr. **Petri**. So that translates into about how many individuals?

Ms. **McBrien**. About 44,000.

Mr. **Petri**. About 44,000.

Mr. **Needham**. That is in the city.

Mr. **Petri**. That has been going on for about 2 years now?

Ms. **McBrien**. Yes.

Mr. **Petri**. During that period, what has happened to vocational institutions locally? As people have been laid off, have more been using the time that they are not spending at the workplace to improve their skills, or has the size of your student body stayed steady?

Ms. **McBrien**. It has increased in the last 2 or 3 years. As the unemployment increases, the number of students coming, particularly to the community college, increases.

Dr. **Smith**. The transfer programs, applied science is growing also.

Mr. **Petri**. There are about 44,000 unemployed?

Ms. **McBrien**. Yes.

Mr. **Petri**. Could you give me an idea as to the figures on how many people were in vocational education locally 3 years ago and then today?

Ms. **McBrien**. Three years ago I would say somewhere around 4,000 were in vocational education programs. At this point in time it is closer to 6.5.

Mr. **Petri**. And 3 years ago unemployment, if normal, would have been about maybe 6,000 locally or something of that sort, rather than 44,000—maybe 10,000 locally?

Ms. **McBrien**. Yes.

Mr. **Petri**. So it has gone up, but not nearly as much as unemployment has gone up?

Ms. **McBrien**. That's true. I think part of the reason is that people don't know that they can get benefits to go to college. A lot of times what happens is they wait until the last minute to come to school and by the time they get there it is too late to process their grant application and they can't get the course they want, so they don't come.

Mr. **Petri**. As we work on legislation in this area, we see we have programs and unemployment benefits, companies have supplemental programs, and the Federal Government has various programs. Also, we try to do training. We keep telling ourselves that technology is accelerating and people have to take advantage of the highest use of their talents, and they may have to go through two or three careers in the course of a working life as times change.

Do you think there is any merit in trying to encourage or even in some cases to require people to use the time that is available to them while they are unemployed to upgrade their skills as a condition of receiving some sort of Federal assistance, or, turned around, to provide scholarship assistance to people who are somehow unemployed rather than unemployment assistance?

It is an ideal time to upgrade your skills. On the other hand, maybe it won't work or maybe we would just be wasting everyone's time. I don't know.

It seemed to me that many of the people in your community who are unemployed were not taking advantage of this opportunity to upgrade their skills or to prepare themselves for return to work at an enhanced level of productivity.

Ms. **McBrien**. I have a feeling that part of what happened and part of the reason why people didn't take advantage was that they just really couldn't believe that they wouldn't go back to work.

We had such a cyclical pattern of unemployment in this community over so many years that a great many of the, particularly General Motors, unemployed just really didn't believe that they wouldn't go back to work. And now their benefits are running out and it is sinking in that unless they receive some kind of training they will not be employed.

Dr. **Smith**. I think the TRA is just beginning to be effective in trying to be stricter that it is meant for reemployment or upgrading or training and so forth. They are looking for specific training.

Mr. **Petri**. I would like to get a reaction as to whether you think we should be looking for ways of encouraging or requiring these people to spend some of their time upgrading their skills, or whether we should just leave that to their inclinations and not worry about it.

Dr. **Smith**. I don't think they will do it without assistance.

Mr. **Petri**. I am wondering if a requirement of receiving assistance should be that they go to school, or if you think the populations of unemployed are too hard to match with the facilities.

There probably would be a lot of problems. I am curious as to whether you think that is a productive line to pursue or not.

Ms. **McBrien**. I think it would be a productive direction to go and I agree with the comments of Dr. Spathelf this morning that such a program should be coordinated through the existing facilities and programs.

We may need to seek additional help in order to provide the education and training that these people need, but I just have a feeling that some of our programs in the past have built so many structures one on top of the other that we may have wasted some resources that might have been better spent.

Mr. **Kildee**. If I may pursue that, at what capacity would you estimate your vocational education program at Mott Community College is operating at at the present time?

Ms. **McBrien**. We are getting fairly close to maximum, given the facilities and the equipment and the current staff that we have. The other problem that we are facing is trying to find people who we can bring in on a part-time basis or as adjunct faculty to help increase the opportunity to provide training and education for focuses, because they are busy in industry.

Mr. **Kildee**. You say there are areas where you are reaching capacity. Are those in skills that are highly sought at the present time?

Ms. **McBrien**. Yes. Like electronics and computer fields.

Mr. **Kildee**. You need more instructors?

Ms. **McBrien**. Yes.

Mr. **Kildee**. A cut in funding would make it more difficult to get more instructors; would it not?

Ms. **McBrien**. Yes. Federal funds dirctly affect our equipment money because that comes from the Federal budget.

Mr. **Kildee**. Even if we were in some way to encourage more students into those highly sought skill areas like electronics, we would have a problem supplying the equipment needed for their training at this time?

Ms. **McBrien**. Equipment and qualified faculty. So cuts then, what has been emerging in our hearing in Illinois, Wisconsin, and Kentucky, is this is not the time to cut vocational education because we do have to provide this training.

Mr. **Needham**. If I may respond to the point about not the time to cut, I feel that we need to be foresighted and look down the road 5 years from now. Having been an electrician at Buick myself I can see the vast changes in technology in the last 5 years alone, not to mention what might come about in the next 5 years.

If we are shortsighted enough to cut today what kind of drastic effect will that have 5 years down the road in lowering the entry level skills of the people who will have to maintain the high technology machinery produced 5 and 10 years down the road?

Mr. **Kildee**. At its peak, Buick employed around 28,000 white collar and blue collar workers. Now they are 10,000 below that?

Mr. **Needham**. They are down 14,000 or 15,000.

Mr. **Kildee**. Can Buick ever expect to get back to its earlier peak again doing the type of work done during those years?

Mr. **Needham**. The concept of plant work assignment is undergoing a vast revolution. They used to have satellite plants producing a few transmissions, a few engines and bodies and making a few finished products, and another facility did the same thing.

It is moving toward one facility having all the components set for the transmission and only one facility somewhere assembling that transmission, so it is diffiuclt to correlate what volume of business will be at Buick with a certain level of car production, just like vocational education can be viewed as serving business' needs where we all really know it serves society's needs.

By the same token, a car plant has to draw from several different plants and any one of them can slow down the pipeline further down the road.

I would answer in saying that in the past 5 years because of the type of quality of work life program Buick has pioneered, we have a larger percentage of GM's position to business than we had 5 years ago and we don't see any turnaround in that process.

We see ourselves at least maintaining our percentage of GM business and improving it wherever we can.

Mr. KILDEE. Because of quality control you are able to bid with the others in the GM family to produce component parts?

Mr. NEEDHAM. There are a lot of components besides the quality, cost, and schedule. We are finding a more responsive hourly work force because we are giving them a more responsible voice in the day-to-day running of the business. And while we are making just a few of the Buicks here in Flint now, the Rivieras are made on the east coast, and some of the Skylarks in Ohio, we are making all the subframe components for the GMX car in Flint and that is part of the concept of Buick having all that subframe business.

We have all the Buick V-6 business—there are other V-6's in General Motors, but that particular size is made only here.

That business will increase, not decrease.

Mr. KILDEE. For the record, Mr. Chairman, I would like to insert the figures provided to me a couple of weeks ago by the Michigan Employment Security Commission on unemployment.

The unemployment rate in the State of Michigan is 16.1 percent; the Genesee-Shiawassee County area, 22.6 percent; Genesee County, 23.1 percent; the City of Flint, 25.5 percent.

I want to thank this panel.

This testimony has shown what a community can do with educational facilities to keep and attract business.

I am sure that General Motors is happy that these programs exist at both Mott Community College and the University of Michigan, providing specialized education for their present and future employees

There appears to be a direct relationship between good education and the ability to attract business to a community. The witnesses have done an excellent job describing and explaining that relationship and I thank them very much.

Mr. Chairman, prior to calling our next witness, I would like to insert into the record a letter from Grand Blanc Community School.

Chairman PERKINS. Without objection.

[The information follows:]

PREPARED STATEMENT OF DAVID A. FULTZ, SUPERINTENDENT OF SCHOOLS, GRAND BLANC COMMUNITY SCHOOLS, GRAND BLANC, MICH.

DEAR REPRESENTATIVES PERKINS, KILDEE AND PETRI: I would like to express my appreciation to all of you for taking time out of your busy schedule to provide citizens with the opportunity to present testimony regarding the projected effects of the proposed Federal budget reductions.

I'm sure you are aware of the critical financial situation that school districts across this nation, and especially in Michigan, are faced with. Due to the severe financial situation in the Grand Blanc Community School District it has been necessary for us to terminate one-third of our certified staff over the past three years.

Further reduction of funds at the federal level will only create further financial problems for local school districts across the nation. My remarks will center around the effects of the proposed reduction on Michigan school districts in general and the Grand Blanc Community School District specifically.

Michigan will lose nearly $60 million in federal education funds next year if President Reagan's proposed budget is adopted. This would leave Michigan schools with 30 percent less federal education funds that the state's schools are receiving during the current school year and nearly 50 percent less than they received during the 1980–81 school year. Specifically, the Grand Blanc Community Schools will be affected in four major areas.

CHAPTER I

The President's budget reduction would result in a 36 percent reduction in Chapter I funds from fiscal year 1982 to fiscal year 1983. This would mean a loss of $39.8 million to Michigan and would result in approximately 44,000 students no longer receiving remedial services under this program. Adoption of the proposed budget would mean a loss of approximately $32,400 in Chapter I funds next year to the Grand Blanc Schools.

HANDICAPPED EDUCATION

The President's budget reduction would result in a 25 percent reduction in education funds for handicapped children. This would mean a loss of $8.45 million to Michigan. The Administration is proposing to consolidate the handicapped education grants to States, the pre-school incentive programs and the handicapped program presently in Chapter I into a single Education Block grant. Adoption of the proposed budget would mean a loss of approximatey $17,500 to the Grand Blanc Schools.

VOCATIONAL AND ADULT EDUCTION

The President's budget would reduce funding for vocational and adult education combined by 33 percent, resulting in a loss of $7,956,000 to Michigan. This would mean a reduction in services for about 293,000 persons under these programs. Adoption of the proposed budget would mean a loss of approximately $20,000 to the Grand Blanc Schools, plus loss of grant funds for equipment that this year totaled $27,000.

FOOD SERVICES

Child nutrition programs suffered a 30 percent reduction in federal funding last year with drastic consequences nationwide. It was necessary for the Grand Blanc Schools to raise lunch prices at all levels by 25 cents in order to maintain a hot lunch program. The proposed freezing of the 1983 funding at the 1982 level would amount to an additional 10 percent reduction. Over three million children and 1000 schools have dropped from the school lunch program nationwide this year. Further reductions in federal funding will result in further reductions. I'm sure you are aware that the school lunch may be the only balanced meal many children receive each day.

In conclusion, I would point out that the proposed federal budget reductions would affect the Grand Blanc Schools in a very detrimental way, especially due to the critical financial problem they are presently facing. It must be noted, however, that urban school districts would be affected even more severely.

Mr. KILDEE. We will now call Ms. Annette Marcinkoski, Mrs. Donavee Vigas, Mr. Hal Keim, Mrs. Mary Christian, and Mr. Jack Minore to the witness table.

Ms. Marcinkoski is a member of the Michigan Education Association Board of Directors and so is Mrs. Vigas. Mr. Keim is president of the United Teachers of Flint, Mrs. Christian is a member of the National Education Association Board of Directors, and Mr. Minore is chairman of region 10 Ed-Pac. You may proceed in any manner that you may have decided among yourselves.

STATEMENTS OF ANNETTE MARCINKOSKI, MEMBER, MICHIGAN EDUCATION ASSOCIATION BOARD OF DIRECTORS

Ms. **Marcinkoski.** I am Annette Marcinkoski, a teacher at Civic Park Elementary School at Flint and a member of the board of directors speaking for Keith Geiger, president of the Michigan Education Association. I appear before you today representing the 90,000 MEA/NEA members who serve Michigan's children, youth, and adults in our K–12 school districts, community colleges, and higher education institutions.

On behalf of the MEA/NEA, I am honored to have the opportunity to provide testimony on the impact of proposed budget reductions on Michigan education.

After careful analysis of the impact of the Reagan administration budget on education, we believe that the destruction of educational support from the Federal level is penny wise and pound foolish.

This budget, if it were adopted, would slash programs which have been targeted to increase access to educational opportunity, to enhance the quality of education, and to provide financial assistance to local school districts. It would slash support for proven, successful programs at a time when Michigan is faced with a $612 million deficit and is unable to meet existing State budgets.

President Reagan has proposed Federal fund reductions in every Federal educational priority. One area targeted for cuts which I know is of particular concern to this committee is the impact of the proposed budget reductions in chapter I—formerly title I. The chapter I program serves approximately 12 percent of all children in Michigan's public schools. President Reagan's proposals would result in a loss for Michigan of $39.8 million out of $130 million currently received. The proposed cuts would result in a 36-percent reduction in chapter I funds from fiscal year 1982 to fiscal year 1983, and a 46-percent reduction over fiscal year 1981. The cuts would result in approximately 44,000 students no longer receiving remedial assistance under this program. The impact of these cuts on the educational and economic future of these children could be disastrous.

The Federal role in Michigan education over the last decade has been signficant. Federal funds have contributed substantially to many successes in education. Over the last 9 years the number of students who received acceptable scores on the State assessment scores for reading have increased from approximately 45 percent to 95 percent for students taking the test. What justification does this administration have for reduction in chapter I given its track record of success?

I want to note with this committee that the school district of Flint—in which we meet today—and which is fortunate to be served by Congressman Kildee—will be significantly hurt by President Reagan's proposed cuts in chapter I. Flint public schools will lose a projected $700,000 in chapter I allocations which will result in a loss of services to 1,300 children and elimination of 43 instructional jobs.

Other school districts in Michigan receiving chapter I funds will experience similar reductions in staff resources and a general downgrading of services particularly to those students most in need of additional educational support. President Reagan's proposed cuts in chapter I represent nothing less than a declaration of war against the economically disadvantaged children of Michigan.

I want to underscore the opposition of the Michigan Education Association/NEA to the proposed funding reduction in vocational and adult education. President Reagan's proposals will reduce funding for vocational and adult education in Michigan by 35 percent resulting in a loss to our State of $9.7 million. At a time when Michigan is gripped by an economic depression brought on in part by Reagonomics and a tight monetary policy and when our unemployment exceeds 17 percent cuts of this proportion could create economic casualties of many of the 347,000 persons currently receiving services under these programs and destroy any hope for pulling themselves out of an economic quagmire and continuing on a road that leads toward a job and a productive contribution to our society.

The implications for Michigan of President Reagan's proposed budget cuts in vocational/adult education means that 4,700 students in Michigan's adult basic education programs would be negatively affected in terms of counseling and transportation services, size of classes and the possible elimination of some classes altogether; 108,480 postsecondary students in 29 community colleges would be enrolled in programs that lack updated equipment and which have reduced operational revenues and curriculum reductions; 16 vocational programs would not be operated because of a lack of funds for construction and/or modification of facilities; and 1,998 special disadvantaged and economically depressed students would be denied services in the urban school districts.

The impact of these cuts will mean a loss of a number of programs designed to provide students with technical skills training. For example, if these cuts are approved, Detroit would not be able to offer its high demand computer graphics courses, and Grand Rapids students would not be able to use diesel testing equipment in auto mechanics classes.

The Michigan Education Association and its national affilitate, the National Education Association, are determined to maintain and improve the quality of education provided Michigan's children. We are committted to the principle of equal and unrestricted educational opportunity. And we will not abandon the belief that the Federal Government should be an active participant in the process of achieving these goals, we are proud of our support of Federal funding for education: We proclaim it. A free nation's commitment to its future is most directly demonstrated through its active support of education.

The Federal role in that effort is the national affirmation of that belief: it is also a realization that the Federal Government is the only level at which certain elements of equity can be achieved or that challenges of the future can be adequately addressed.

The Michigan Education Association rejects the education budget proposed by the Reagan administration. We stand ready to work with this subcommittee and the Congress to develop alternatives that focus on the fact that public education is a key component of America's future.

Chairman **Perkins**. Before we hear from the next witness, I would like to announce that several people may want to submit written statements in the next 2 or 3 weeks on all these subject matters, and for that reason, without objection, the record will remain open for a period of 3 weeks.

So any of you people that have statements, please get them in the hands of Congressman Kildee if you want them to go in the record within the next 3 weeks.

Mr. **Kildee**. Mrs. Vigas?

STATEMENT OF DONAVEE VIGAS, MEMBER, MICHIGAN EDUCATION ASSOCIATION BOARD OF DIRECTORS

Mrs. **Vigas**. Mr. Chairman, Congressman Kildee and Congressman Petri, I am Donavee Vigas, a board member of the Michigan Education Association. I also am a title I Clio Area teacher. We have already received cuts in title I which last year eliminated our summer school program in reading and math. I also now service two schools instead of just one. Further cuts will only add to the number of teachers that service more than one building.

As we cut title I staff, some students that have been receiving services will no longer receive such service. We also have title I nurses and as we receive more cuts, this could also affect those positions.

At a time when President Reagan is proposing tuition tax credits to those who can afford private schools, he is also trying to take away from those who cannot. Again this is a slap at public education and the students who need these services.

Mr. **Kildee**. Thank you, Mrs. Vigas.

Hal?

STATEMENT OF HAL KEIM, PRESIDENT, UNITED TEACHERS OF FLINT

Mr. **Keim**. My name is Hal Keim and speaking as president of the United Teachers of Flint, we are the bargaining agent for all the teachers, counselors, social workers, psychiatrists, and consultants in the Flint schools. We are affiliated with both the National Education Association and the Federation of Teachers, AFL-CIO. I am in a bitter mood this week.

You should hear what the layoff notice says. One hundred seventy Flint teachers received form letters that read in part:

> At the direction of the Board of Education of the School District of the City of Flint, you are notified that your contract to teach in the School District of the City of Flint will not be renewed and your services will be discontinued as of the close of the 1981-82 school year. A copy of the Resolution adopted by the Board of Education at a regular meeting held on April 21, 1982 is enclosed.
>
> I assure you, as stated in the Resolution, the non-renewal of your contract is not the result of dissatisfaction with your services.
>
> I wish that I could say to you that there is a reasonable likelihood that conditions will be so changed by the opening of the 1982-83 school year that it will be possible to re-employ you. However, such a statement would be less than honest. It is highly unlikely that conditions will change sufficiently to permit your re-employment.

One hundred and seventy Flint teachers received this chilling news this week. The board resolution calling for this action refers to substantial reductions in Federal and State funding as well as in private grants as the reason for the layoffs.

If these people were making implements of destruction they would have jobs. Washington would make sure of that.

Unfortunately, these teachers have been working to educate children and apparently there is no money for that.

Many of them were in tears when they called me this week. They had done everything they thought would bring them a secure future. They planned ahead and went to college and took extra courses after they graduated. They've performed their jobs well.

But they'll simply show up as statistics that reach Washington as the price that must be paid in order to whip inflation. They are people—not just numbers on a ledger.

I'm bitter because our economy is down and people are out of work in Flint and the Federal cuts in title I programs are coming at the worst possible time because they add to the downward spiral. Now is the time that we need help. We need to keep people working so that they can help others survive.

I certainly don't mean this personally about Members of the House who are present, but Congress as a whole has been extremely disappointing in the past 14 months by allowing an administration to wage war on the working people of this Nation and the finest free public education system in the world.

Before planning what I wanted to say here, I checked to see that the title I programs were delivering acceptable results. I'm sure that you've been flooded with statistics today, so I won't repeat them, but it seems clear that the money has been well spent in helping kids to overcome their educational problems.

I also checked on vocational education, which had been one of the fastest growing areas in education nationwide. It seems that in recent years a great deal of the funding has gone to CETA programs rather than to vocational education in the public schools. This tends to cost more to administer because an effective delivery system is already in place in the public schools. What I'm told is that more of the money is used in direct training when it goes to the schools.

We can't afford further cuts in education, especially when more and more of our tax dollars are going into war materials. Nobody denies that we need an adequate defense, but the strongest defense is a unified country. The strongest defense is the American tradition of free public education. If we pour our resources into preparing to fight an external foe, we will actually weaken the structure that holds us together.

In just over 1 year we've seen that structure weakened considerably. Unless the Congress takes a stronger ledership role and restores money for human service, I have great fears about what will happen over a period of 4 years.

I'm bitter this week because I hear that inflation is whipped while credit costs 15 to 20 percent and we have 170 teachers who will be out on the streets this fall.

Please do something to turn this around.

Chairman **Perkins**. Mostly title I teachers?

Mr. **Keim**. Most of them were not title I teachers, but the effect is the Federal cuts are having an effect on probably 25 percent of them.

Mr. **Kildee**. Thank you, Hal.

Mary?

STATEMENT OF MARY CHRISTIAN, MEMBER, NATIONAL EDUCATION ASSOCIATION BOARD OF DIRECTORS

Mrs. CHRISTIAN. Thank you.

Chairman Perkins, Congressman Kildee, and Counsel Jennings, I am Mary Christian, a member of the board of directors of the National Education Association. Thank you indeed for coming to Flint to hear our concerns and for inviting me to testify on behalf of the NEA. The NEA represents 85,000 Michigan teachers plus another 10,000 members constituting support, annuitant, and student members. I work in the gifted program at Walker Elementary School here in Flint, therefore, I have a vested interest not only in Flint's students, but all students. NEA members and educators are distressed over some of the changes that are negatively affecting education at the Federal level. To be specific, we are concerned with the apparent demise of Federal funding and the lower priority that is being given to education. The threat of tuition tax credits to private schools is outrageous, especially in light of decreased Federal support of our Nation's public schools.

The lastest issue of the NEA's newspaper had a story about Michigan noting that the State of Michigan provides 35 percent of educational funding. Sixty percent is being provided by local tax funds. It doesn't take a master teacher to figure out that that leaves just 5 percent to be funded federally. NEA's thrust for equal funding, one-third local, State, and Federal, seems to be going down the drain.

The relegation of the Department of Education to a less than Cabinet position underscores the demise of education as a Federal priority. More emphasis is being shoved off to the local level through increased assessments resulting in higher property taxes and local taxpayers can't take much more.

For example, this week Flint's Board of Education, as Hal Keim mentioned, voted to pink slip 172 or almost 10 percent of our teachers because of anticipated budget reductions. You will note that although I speak on behalf of the NEA, I am using mostly Flint as an example. I do this for two reasons. First, as a Flint teacher and facilitator and a lifelong resident of Flint, I am comfortably familiar with it. Second, Flint is an example of what is taking place and what will take place as times get tougher around the Nation.

I can speak for the lumber-depressed State of Washington or several other severely impacted areas. Unfortunately, Flint and Michigan led the downturn in economic well-being and so we have been there for a longer period of time. Flint's February unemployment rate increased to 22.8 percent.

How does this affect the student? There are several ways. The threat of unemployment uncertainty hanging over a teacher's head is not the most comfortable feeling in the world. Teacher morale declines. That teacher is bound to transfer his or her feelings to the children in the classroom. When you have been pinked slipped, it makes one perceive oneself as somewhat less accountable. I won't be here next year, "They" don't care, why should I try? Unemployment also hits from a different angle. Many of the parents of the children in our classrooms are out of jobs. Unemployed parents often put added pressures on teachers.

For example, one unemployed parent in Spanaway, Wash., visits his son's school several times a week to check on the cleaniness of the boys' bathrooms. Nationwide, we teachers appreciate parental concern, and I do sympathize with the parent who under normal circumstances would not be doing this. However, it is an additional strain on the total school staff if there is the parent who verbally attacks the administrator and teaching staff over relative nonconsequential matters because we are an easy prey upon which he can vent his unemployment frustrations. The threat of direct physical or arms attack increases under these stressful situations, also.

Unemployment has a more direct impact on the children. More kids are less well fed and less comfortable. More and more are coming to school hungry. Their pride is suffering. For example, one of my students doesn't eat lunch. Every day I ask if he would like lunch and he says, no, he brought his brown bag, but he says he ate it on the bus on the way to school, so he isn't hungry during the lunch hour. As he is surrounded by others eating, I often ask him if he would like a school lunch and he replies, no thank you, I can't pay for it today. If I explain to him that there is an extra lunch going to waste, he often says, are you sure, and only then will he accept the lunch and eat it, and I might add that he eats every crumb.

These kids are suffering. They are too proud to take what their parents have previously called handouts. These same youngsters often qualify for free or reduced price lunches, but their parents are too proud to fill out the new forms that were instituted to avoid double-dipping. In the morning, many come to school with no breakfast. They appear almost sick about 10 in the morning. They have no lunch. Many of the youngsters in the school share their lunches and snacks from home. However, many of these snacks are high sugar content. Afternoons can be hectic when children are excitable from their "sugar highs." And besides, it isn't nutritious.

Double dipping. Avoiding duplication—I don't like waste as I am sure all of you don't either, but I get angry when I see the guidelines tightened at the expense of our children. Unemployment of our young adults is at an all time high. Summer jobs to help fund college expenses have been all but eliminated in the currently planned CETA reductions, yet college expenses continue to escalate.

As Chairperson of Flint Teachers' Scholarship Committee, I know available scholarships and grants are drastically reduced, adding an even greater dollar squeeze to our youth. In addition, special employment training programs for technical skills development need to be readily available for fully certified, qualified teachers for the noncollege bound. Our young adults need educational opportunities now more than ever to obtain employment.

Teaching in a gifted program, you may think that I don't have much familiarity with title I students. You would be surprised. We were fortunate the past 2 years to gain Emergency School Aid Act moneys in our gifted and other magnet schools here in Flint. This provides icing on our magnetized educational cake, but title I is the very basic and very effective force in elevating low achieving youth to a higher level of academics.

Title I had been very effective in helping students to catch up and overcome their early handicaps from social and economic deprivation. In fact, many of our academic clientele had program students come from schools with title I programs and these students have participated in some of the title I activities. I understand that title I has been cut at the Federal level and in Flint alone will be cut next year to the tune of about half a million dollars. That is just terrific, hitting us when we are down. I don't mean to be angry with you. Chairman Perkins, you have built a national reputation as one of education's primary supporters. The NEA directors of Kentucky love you. Congressman Kildee, you were a Flint school teacher, we go back a long way in our experiences together here and you have been tremendously responsive to our needs. I am proud of your congressional voting record and the pride with which your colleagues and legislative workers speak of you. I am sure, Congressman Petri, you are held in high esteem by my NEA colleagues from Wisconsin, and it is nice to have a Republican among our group. We need you there to support our common education concerns.

In closing, I urge you to keep working, keep trying, don't give up the fight. Make education the high national priority it once was. Lately, defense has taken the limelight and the dollars. Our children's education is the best defense for our country's future. Please continue your fight for dollars for education. Thank you again for coming to Flint to listen to us. We do appreciate your concern and your time on our behalf.

Mr. KILDEE. Thank you, Mary.

Jack?

STATEMENT OF JACK D. MINORE, CHAIR, MEA REGION 10, EDUCATORS' POLITICAL ACTION COMMITTEE

Mr. MINORE. Mr. Chairman, Congressman Kildee and Congressman Petri, I am here in my capacity as chairman of the region 10 Ed-PAC, but I am first of all a classroom teacher. I want to thank you for coming to Michigan. Those of us in education—at every level—are increasingly frustrated in the performance of our service. There is a constant assault on us that emanates from the Federal Government. Here in Michigan, its effects are compounded by the very real economic crisis in which we find ourselves.

We welcome, therefore, the opportunity to share with you our sense of frustration. It is within the power of Congress to increase our difficulties—or to alleviate them somewhat. Educators across the Nation appreciate the past efforts of the committee which you represent; and I hope your views will find a broader reception in Congress in the future than was evident in the past year.

I am sure that hearings such as these produce a litany of figures on the budgetary impact for the department, or the local district, or the intermediate district, the county and the State for each of the various projected budgets and/or cuts. Because the figures change and the constituents vary—no precise effect can ever be determined. That very uncertainty adds to our frustration. It causes layoffs, transfers, changes in caseloads, loss of programs, and a general air of pervasive doom. All of these have a strong—and usually negative—impact on the students we strive to serve.

We can speculate at length on the "numbers game." A 40-percent cut will mean a 40-teacher reduction in the city, or 68 teachers countywide in one program; and 42 positions countywide in another. That translates to 140 jobs and a $3.2 million cut. In our troubled economy, such cuts compound our problems. Then, we can speculate on the numbers of students affected. A variety of formulas produces a variety of answers; but, in reality, because of transfers, increased class loads, loss of program choices and general lowering of the quality of the educational program, such drastic cuts that have been suggested have an impact on every student in the system.

It is those students that you, as Members of Congress, need to see. As a classroom teacher, I have known many of them; and I'd like you to know of just a few of them.

I teach at a residential center and these are three students I have dealt with over the past few years. Rodney entered the classroom as a 7-year-old—functioning at about one-half his age developmentally. He was a nonreader, couldn't identify sounds, and knew only a few of the letters by sight and name. In the classroom, he was given basic prereading exercises—but there was very little time to give Rodney all the special help he needed. In the title I reading program, he received special one-to-one attention, and the teacher worked with the classroom teacher to develop a series of word games that would aid his progress. She reinforced skills being taught in the regular classroom. By the end of 1 year, Rodney had developed a solid beginning sight vocabularly, and was ready for the first grade reader—still far behind, to be sure—but with a solid foundation upon which to build. Rodney has been in a community school for nearly 2 years now. He will soon be 10 years old and he is functioning only about 1 to 1½ years behind at this time. He has made tremendous gains.

Eric was an exceptionally bright child. He was handsome, athletic, and outgoing. But he couldn't read. Rather than admit that in front of his classmates, he acted out and became the terror of his class. When he was placed in my class, he was 8 years old—a third grader with first grade reading skills. Eric was able to read in the relative privacy of the special reading classes, because he didn't have to worry about his image. He gained rapidly and the title I teacher and the classroom teacher—working in tandem—helped Eric both with his reading and his own sense of worth. After nearly 2 schools years, Eric had very nearly caught up to grade level; he has been in a regular classroom now for nearly 2 years, and will enter junior high on schedule next fall.

Shifting gears somewhat, I also taught in high school.

Paul was an 11th grade student in a special education program for emotionally impaired students. He was of average intelligence, but had a severe reading disability. From September to April of his junior year, Paul was in an auto mechanics class that had an aide to assist students like Paul. The aide went over the written material, read the tests to students, and helped them to learn "Survival Reading Skills." For three quarters, Paul received a grade of "B".

In April, because of threatened cuts in a vocational program that provided the aide, the aide was laid off. Paul failed the auto mechanics course; found himself short of credits in his senior year—and finished the year, but did not graduate.

I teach emotionally impaired students, so these students had special needs, and budget cuts affect these students especially. But these are not isolated cases. Every teacher in every school system can cite one or two—perhaps three or four such cases every year. Cuts in these programs, and in other programs have a profound impact on these students—and that impact carries over for their entire lifetime and affects us all in the form of increased needs through their lifetime.

This administration has repeatedly demonstrated, in my opinion, a penny-wise and pound-foolish philosophy and practice. Nowhere is that philosophy more evident that in its attack on public education. The cost of the proposed cuts—in terms of human potential—is a terrible and continuing cost that makes the savings shrink to miniscule proportions. I am confident that you know that: I hope that you can convey it to your colleagues.

I would like to make two other comments that are somewhat far afield from the subject of this hearing, but which I think also represent an assault on public education. We need a Department of Education advocating for students and for education generally. I am not sure that the Department is doing that now, but I am not so sure that the Department of the Interior or sometimes the Department of Justice is doing their job either. That can change with a new administration.

We simply cannot allow the Department to be dismantled, preventing future advocacy for students, for education. Second, we cannot tolerate the passage of tuition tax credits. At the time that programs available to all students, regardless of their place of school, are being cut, to promote Federal support for private schools which would exceed that of the public schools is inexcusable. I trust the President's program will be defeated.

Thank you.

Chairman PERKINS. Let me ask the panel a question just for my own information. I have enjoyed all of your testimony. It has been most helpful to the committee. But let's just assume that we are able to stop the President this year and that in the future we may have a more favorable, receptive Congress in order to rebuild education.

What direction should we go from here? Should we just add on to title I or should we stress science, math or general aid? Just tell me your views, the best way to rebuild education, if we can get started back in the right direction in another year or so.

I would like to ask someone these questions who works with these children every day. It has been a long time since I have been in the classroom. In 1932 I taught school for 50 or 60 students a month right in the heart of the Depression and then the next year I decided to go to law school.

Mr. MINORE. Some of us didn't reach that wisdom soon enough.

Ms. MARCINKOSKI. I definitely would keep title I or any program that definitely can help our children who lack perhaps the basic skills or the foundation for the basic skills. I am not a person who believes that we must be all science and math-oriented. Surely we must have a well-rounded individual which would be good in all areas. I have a personal bias about the school lunch program—not a bias about the school lunch program, but how I particularly view food coming into school. The school where I presently teach had a breakfast program and I saw a great benefit as a result of the program in that No. 1, children were coming to school on time because they were going to be able to eat. No. 2, the children who had the breakfast were not restless. There was no apathy. They could concentrate on what I as a teacher was trying to get across.

When you just have a school lunch program and the deprived children just have the school lunch, I know that is important, but then you have a half a day, the morning, in which the children do not profit as much in classroom experience because they are just plain hungry. And when you suffer hunger pangs, it is most difficult for you to concentrate on what is available. So I speak for a breakfast program.

Chairman **Perkins**. You knew the President wanted to cut the breakfast program, by a third this year?

Ms. **Marcinkoski**. Right, but you said what we would like, what our wishes were, and I guess my wish is, that I don't want any children hungry.

Mrs. **Vigas**. I am for title I being a title I teacher, but I feel that we need more than title I and we do need something done with this lunch. I lost a child the other day who hasn't been getting fed enough at home or in school. He has been removed from his home now because papers were not filled out, he wasn't getting what he should have gotten in school. It was a title I nurse that helped handle the situation, so I feel quite strongly about their position, too, not only as a teacher, but also the nurses that work in these type of situations.

Mr. **Keim**. If you will pardon me, I am going to vacillate a bit. I believe that it is probably necessary to earmark for specific skills, but the needs seem to vary a great deal. I am not really familiar with districts outside of Flint, really, on this. I see needs in Flint that aren't being met that others may see as not terribly important, like physical education. I think we are doing a terrible job in physical education. Fine arts, I think, are important. Of course, we need the basic skills and we have to have those, but I think the other things are necessary, too.

Mrs. **Christian**. I agree with title I programs needing moneys. I also believe that we need to work toward reducing class sizes and this is also a trouble area, because they say reducing class size does not necessarily increase the academic productivity. I do feel that there is a great deal of individual self-worth that is achieved and the child himself can grow appreciably with personal attention. I would like money into vocational education. I have opened up the bag. I want college available to youngsters. I want the gifted program funded. I would like to have money for the highest identifiable dropout portions for society, to be able to have money to meet the needs to develop their further gifts. I would like to have the highly technical areas funded and the machines and computers to help those areas and art and physical education for every elementary child. I would like aid supplies. That is just a beginning.

Chairman **Perkins**. Thank you. Go ahead.

Mr. **Minore**. There is not much left. I do think that is it imperative that we recognize Michigan perhaps has special needs and perhaps much of the Northeast does, that without depressed economy generally may be awfully useful to us, but as a general rule I would think that meeting the special needs of students, whether it is in special education or those students who are far behind in reading skills who come from a lower income, food is important and that those are perhaps the proper areas for the Federal Government.

Chairman **Perkins**. Let me compliment all of you. I feel sure that the committee and the Members of the House of Representatives and other people will enjoy reading your testimony.

Mr. Kildee.

Mr. **Kildee**. Thank you, Mr. Chairman. The testimony was excellent. I think you know that I share your fundamental sentiments on this. I think all of us believe that education is a local function and a State responsiblity, but it is also a Federal concern. There are many now in the U.S. Department of Education who do not really feel education is a deep Federal concern. The current signs of a lessening of Federal concern are evidence of this.

I went to Washington in 1976 with the intention of trying to increase that Federal concern. It is a shame when people are led to believe that Federal dollars are foreign aid and that Washington is a foreign capital. We do have certain national purposes in education. We are a very mobile society. People carry their knowledge or lack of knowledge with them wherever they go.

About a year ago, I was in the airport at Kansas City and I ran into a former student of mine whom I had taught at the Flint Central High School. This young man, was educated in the East and is now working in California at a highly paid job in the computer industry. That is an example of the mobility of the American people and the necessity for a national concern in education. That concern is now under attack from many in this administration.

Mr. Chairman, we were talking during lunch. The hearings today have been extremely good and I am not saying that because I am in my home district. The counsel agreed that they were extremely good hearings and you have added to the quality of the hearings also. We are going back and we are going to try to fight. Hopefully, our chances of trying to arrange our priorities will be better than they have been during the first year of the administration.

I would like to just contrast some quotes. I will give two of them. When I was a child, my hero was Franklin D. Roosevelt. Here is what he said about education. "The school is the last expenditure upon which Americans should be looking to economize. But it is the first in this administration, because no department of Government has taken the cuts that education has. It is the first."

Contrast that statement with the dreary question, unanswered question asked by President Ronald Reagan, "Why should we subsidize intellectual curiosity?" We subsidize it because we help the individual and we help all society, that is why. And that is the question that he hasn't answered, but we have to answer in the Congrees.

Thank you very much.

Mr. Petri.

Mr. **Petri**. I appreciate the opportunity to hear witnesses, and I must say, too, just to stand up for the home team very briefly, that I think the President has discovered the power of anecdotes and trying to bring situations—he has been criticized for that, but they are powerful.

I appreciate also the references that the members of the panel have made to their own experiences in individual cases. It would help us in making a case for dealing with some of these cuts in the school lunch program, for example, and other areas, if we could get not just anecdoctal evidence, but actually sort of independent evidence as to what is going on.

Cynics run around saying the major nutrition problem that we have in this country is not underweight, and we see the big growth in these reducing salons. There are three in my hometown, all seeming to make lots of money. So you have to deal with that kind of a problem which still is anecdotal.

By contrast, I think back to the initial basis upon which the school lunch program was developed around the time of World War II. As people were drafted into the Armed Forces, we discovered a signficiant percentage of young men were malnourished at age 18 or 19. That is how the nutrition problem was discovered. It was objective evidence.

Everyone gets a physical when he goes into the Armed Forces. When I was a kid, I was weighed every year. You must have gym classes and this sort of thing, and it would be useful if you could sense a growing problem of kids coming to school without breakfast or not getting lunch. If families are unwilling or they don't want to participate in monitoring, there are other ways that figures can be compiled to demonstrate if kids are falling behind. For instance, we can determine if they are at their predicted weight or how well they do the basic tests in gym class and in school. These are the kinds of external criteria that are similar to the ones we discovered when the program was set up. This way we can know if the kids are physically malnourished, not on just an anecdotal basis, but on a statistical basis. This would be very helpful. Otherwise, it is going to be Reagan's anecdotes versus NEA's anecdotes, and I am not sure any of us will do much more than get the pleasure of tugging on different heart strings.

Mrs. **Christian**. One of the fallacies in malnutrition is that the child is not necessarily very thin and undersized. Very often as the filler foods are starchy foods, they tend to be rather rotund. They are not physically fit, but their general operation mode is lacking vitality.

Mr. **Petri**. I understand that, but they do more than just weigh kids. I remember they used to have everyone run around the gym. You do push-ups, and other various things, and some kids can do it and some can't, and there should be noticeable differences if there is a general decline.

You are going to have a range and a spectrum, but if suddenly all the kids in Flint can't do pushups, whereas last year they could, and if it is correlated to a cutoff in the lunch program, you know something is happening. If other results might indicate, it would be better to keep money in title I and have less in the school lunch program.

Some programs might sound "nice" in theory but may not if it turns out to be something that is nice but not verifiable, in practice, unlike Head Start and title I, which really help kinds do much better. If we end up with limited resources, we would want to cut back the things that are nice but aren't paying off as much as other programs. If this is in fact going on, if there were independent figures, I would think that we could keep the record open for anything that might be generated.

Mr. KEIM. Two-thirds of the elementary schools in Flint do not have physical education teachers, self-contained teachers, supposedly taking a period of time to teach kids, but I am not convinced that happens because they are not trained in that area.

Mr. MINORE. I want to shift gears back. Congressman Petri, you asked the previous panel about the differences between the numbers of students in the Mott and University of Michigan vocational educational programs and the General Motors workers.

Mr. PETRI. I heard later that there are other vocational schools in the area, Baker University being one, and that today any sort of really fair evaluation, would have to incorporate their figures as well as the other two.

Mr. MINORE. In addition to that, and you have specific figures, but our local adult high school enrollment has mushroomed. I teach 1 night a week a basic engineering course in the adult high school, and I would say over the past couple of years is where half of my students are unemployed General Motors workers going back to get a high school diploma, most of whom have a hope of getting a technical education to get other technical skills. About 4,000 of our adult students are unemployed General Motors students.

Mr. PETRI. This is an area where we are going to have three or four different careers, there will probably also be transitions in different sections of the country and different industries. This is a wonderful time for people to upgrade skills and retain and shift directions somewhat. There may be something more that we could do in helping people today at a time when they would otherwise be unemployed. I am happy to hear people arguing it.

Mr. MINORE. We have a lot at the adult high school.

Mr. KILDEE. Thank you very much. I appreciate very much your testimony today.

Our next witness is Mr. Joe Benavidez, executive director of the Michigan Committee on Spanish-Speaking Affairs and a friend of mine of many years.

STATEMENT OF JOE A. BENAVIDEZ, STATE EXECUTIVE DIRECTOR, COMMISSION ON SPANISH-SPEAKING AFFAIRS, MICHIGAN DEPARTMENT OF MANAGEMENT AND BUDGET

Mr. BENAVIDEZ. Thank you. I will try to be as brief as possible, Mr. Chairman, and committee members.

My name is Joe Benavidez. I am the State director of the Commission on Spanish-Speaking Affairs, Michigan Department of

Management and Budget. Historically, Michigan has always been among the leaders in its Federal tax contributions to Congress.

We are in an extremely bleak situation now and we are asking for a helping hand to be able to help ourselves. First and foremost, nobody has mentioned the fact that we would like Congress to write off the Michigan unemployment Federal debit that we now have, which is at $1.4 billion. Nobody has talked about that and I want to bring it to your attention.

Second, I would like to ask that all the reductions that we have had in Michigan be reinstated back to the level we had in 1978. We need the help now and we are asking for a helping hand. Our country is very funny and it acts in very different ways from time to time. One of the practiced policies that we have had is that any time a country anywhere in this universe asks for help, we have to come to the rescue. If Michigan has to turn into a country, I wish you people would change it to that, but we need the help. That is the point I am trying to make. We cannot continue to live on love and dedication. We have some serious problems and we need some Federal assistance and we need it now.

Because Michigan happens to be the hardest hit in the area of unemployment and our tax base is the lowest ever, the Department of Education is working at half the level that it was in 1978. Vocational education itself has lost 5 million in the last 2 years. What I am asking for or would like to ask is what does Congress expect to do for us, or maybe we should ask Japan to go ahead and loan us the $10 billion that they have offered so that we can meet our educational and business needs. I am raising that.

We never look at our own backyard, and when one of our States is in trouble, and back in 1967, I think it is, Boeing Air Products in Washington was in trouble, and Japan was subsidizing the people that worked there. Nobody knew about it and there was an article in the Flint Journal that was about this size [indicating], and it was buried in the paper, but Japan helped those people because our country was not meeting that need. I just want to remind you people of that. So when we are also interested in taking care of the ills of others, you know, our backyards need attending.

I have enclosed some materials here that I don't care to read through, but for the record I would like you to have an evaluation of the bilingual programs in Michigan. It is one of the best studies and evaluations ever conducted in the Nation and what it tells you is that when students of English-speaking limited ability have title I moneys and have teacher aids and have training for parents, then education can work, and what this report says is that it works 50 percent better than the State program that did not have the luxury that the Federal program had and this report is part of the record.

Also, for the record I want to include my grant title I programs. Michigan has as a second industry agriculture. What Federal education and the President is talking about is cutting migrant funds, migrant title I funds, and if we destroy the second industry of this State besides already hurting what we have, the auto industry, I think that we are not doing our jobs, Ok, and this is for the record. Here I would like to challenge you to visit the Van Buren School District migrant program. They have kids 10 years of age, girls and boys, that are working on auto mechanics, on horticulture, hot meals, and a secretary's course to teach them how to start preparing résumé at 10 years of age.

Chairman **PERKINS**. Let me interrupt. Congressman Kildee has been a leader in the area of migrant legislation and Indian legislation for the last 3 or 4 years. I know that he is not going to overlook any of your suggestions. He is going to do the best he can and we are going to help him.

Mr. **BENAVIDEZ**. The other program I would like to talk about is the Lansing pre-education course that has been able to retain all the students with the exception of one. Ever since this program started, we have been able to get kids that were potential dropouts in school and that is also included here as part of the record.

Lastly, I would like to say that you have a college education and the training that I have has come through preparing in the Community School Advisory Council, and right now in Flint we have a magnet bilingual program that is really second to none in the Nation. It is working K-12 and it is open to any students in the school district that wants to participate.

And with that, that is all I have to say. Thank you.

[The attachments to the statement of Joe A. Benavidez follows:]

AN EVALUATION OF BILINGUAL EDUCATION INSTRUCTIONAL PROGRAMS ADMINISTERED IN MICHIGAN, 1979-80 SCHOOL YEAR

This is the second evaluation report of the State mandated and State funded bilingual education instructional programs administered by local and intermediate school districts. This is the first evaluation of bilingual programs based on data collected and analyzed at the individual school building level.

Bilingual instructional programs are mandated by the following provisions in Section 1153 of the Michigan School Code of 1976:

(1) The board of a school district having an enrollment of 20 or more children of limited English-speaking ability in a language classification in grades K to 12 shall operate a bilingual instruction program for those children.

(2) The board may establish and operate a bilingual instruction program with respect to a language classification if the school district has fewer than 20 children of limited English-speaking ability.

Section 41 of the State School Aid Act allocates aid to "applicant districts . . . offering programs of bilingual instruction . . . as required by sections 1152 to 1158 of the school code of 1976". In 1979-80 the Bilingual Education Office of School Program Services allocated $4,500,000 to 76 districts.[1] The total number of students for which these districts were funded was 18,555.

Sixty-nine districts operated bilingual instructional programs; the other seven districts made arrangements with one or more neighboring districts to provide bilingual instructional services for their resident bilingual students. The evaluation report form (RE-4645), for the collection of evaluation data, was sent to these 69 districts. Twelve administering districts failed to return completed forms. These districts are listed in Table 1. On July 28, 1980 these districts, among others which subsequently returned completed forms, were reported to the Bilingual Education Office for follow-up under the compliance procedures of the Michigan Department of Education.

Fifty-six programs operated in 57[2] local districts were analyzed for this evaluation. Most descriptions and findings in this report are based on data derived from all 56 districts; however, some findings are based on a smaller number because data were lacking or uninterpretable. Instances in which findings derive from fewer than 56 districts will be identified.

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[1] See, The State Aid Act of 1979 (Enrolled House Bill No. 4245) Article 4, Sec. 41 (p. 7). Information about the number and identification of districts served comes from the Bilingual Education Office, Michigan Department of Education.

[2] The bilingual education program in L'Anse school district and Baraga school district was operated as a single program by the Keeweenaw Bay Tribal Center in Baraga. Therefore, reference is made in this report to 56 programs or 56 "districts", although the data base of this report is derived from programs operated in 57 districts.

TABLE 1.—DISTRICTS ADMINISTERING BILINGUAL PROGRAMS IN 1979–80 WHICH DID NOT RETURN THE EVALUATION REPORT FORM

District name	District No.	Number of students [1]
Albion	13–010	43
Bridgeport-Spaulding	73–180	318
Cherry Hill	80–025	2
Detroit [2]	82–010	3,167
Ferndale	63–020	132
Highland Park	82–070	39
Imlay City	44–060	91
Lake Shore	50–120	110
Manistoque	77–010	1
McBain	57–030	5
Mendon	75–060	3
Pontiac	63–030	1,550
River Rouge	82–120	35
Total		5,496

[1] Number of students for which reimbursement was paid.

[2] The School District of the city of Detroit submitted complete evaluation data for 1979–80. However, this report and all analyses were completed before these Detroit data were submitted.

TABLE 2.—TOTAL STUDENTS FOR WHICH DISTRICTS WERE REIMBURSED COMPARED TO TOTAL REPORTED ON EVALUATION FORM RE–4645, 1979–80 SCHOOL YEAR

District name	District No.	Reimbursement total	RE–4645 total	Readings		Mathematics	
				Total tested [1]	Total analyzed [2]	Total tested [1]	Total analyzed [2]
Adrian	46–010	164	169	72	21	61	20
Alma	29–010	15	17	7	0	7	0
Ann Arbor	81–010	136	136	0	0	0	0
Bangor	80–020	87	87	7	0	7	0
Baraga/L'Anse	07–020/07–040	100	94	0	0	0	0
Battle Creek	13–020	194	178	76	34	78	34
Bay City	09–010	581	502	271	219	0	0
Berkley	63–050	52	44	9	0	18	0
Birmingham	63–010	42	47	29	5	29	5
Buena Vista	73–080	251	259	101	87	118	106
Capac	74–040	77	41	25	21	9	0
Carrollton	73–030	131	313	52	51	52	51
Crosswell-Lexington	76–080	108	112	61	48	53	48
Dearborn	82–030	1,152	1,081	0	0	0	0
East Lansing	33–010	215	183	85	62	0	0
Farmington	63–200	186	178	0	0	0	0
Fennville	03–050	175	175	0	0	0	0
Fitzgerald	50–090	47	47	14	0	20	5
Flint	25–010	284	283	130	86	119	75
Grand Ledge	23–060	7	7	0	0	0	0
Grand Rapids	41–010	950	1,141	342	229	356	228
Grosse Pointe	82–055	46	60	26	18	0	0
Hamtramck	82–060	384	171	0	0	91	88
Hart	64–040	202	189	63	24	56	37
Hartford	80–120	142	140	45	22	28	22
Holland	70–020	372	394	156	120	0	0
Holt	33–070	40	36	16	0	12	5
Jackson	38–170	288	66	32	6	31	5
Kalamazoo	39–010	238	237	94	68	94	68
Lansing	33–020	2,390	2,274	1,465	1,100	1,443	1,176
Lawton	80–140	62	90	15	0	15	0
Lenawee ISD	46–000	20	12	0	0	0	0
Lincoln Park	82–090	15	9	9	0	6	0

TABLE 2.—TOTAL STUDENTS FOR WHICH DISTRICTS WERE REIMBURSED COMPARED TO TOTAL REPORTED ON EVALUATION FORM RE–4645, 1979–80 SCHOOL YEAR—Continued

District name	District No.	Reimbursement total	RE–4645 total	Readings		Mathematics	
				Total tested [1]	Total analyzed [2]	Total tested [1]	Total analyzed [2]
Madison	46–090	33	28	28	10	0	0
Manton	83–060	7	7	0	9	0	0
Melvindale-Northern Allen Park	82–045	61	62	16	0	2	0
Muskegon	61–010	219	174	88	43	81	37
Oak Park	62–250	226	245	53	27	53	27
Port Huron	74–010	63	73	10	0	11	0
Romeo	40–190	17	14	5	0	0	0
Royal Oak	63–040	50	46	0	0	0	0
Saginaw	73–010	1,899	1,849	1,266	1,011	1,234	1,001
St. Louis	29–100	33	17	10	5	10	0
Sault Ste. Marie	17–010	32	17	2	0	3	0
Shelby	64–080	76	76	35	23	39	31
Southfield	63–060	224	224	174	136	174	136
Southgate	82–425	39	39	0	0	0	0
Stockbridge	33–200	15	0	0	0	0	0
Troy	63–150	117	120	80	66	0	0
Utica	50–210	134	151	12	0	0	0
Van Dyke	50–220	928	39	0	0	0	0
Vicksburg	39–170	8	5	0	0	0	0
Warren	50–230	349	428	43	0	0	0
Waterford	63–300	44	44	10	0	0	0
West Bloomfield	63–160	29	29	0	0	10	0
West Ottawa	70–070	172	154	0	0	0	0
Total		13,059	12,512	5,034	3,641	4,320	3,205

[1] The number refers to all students who were both pre- and post-tested.

[2] Analysis was restricted only to students in each grade who were both pre- and post-tested, and, (a) who constituted as least one-third of the estimated total students served in the same grade, providing, (b) that the number of tested students was not less than 5.

Table 2 compares the total number of students reported and the number of students for whom complete sets of test scores were reported. It will be noted that the districts listed were reimbursed for 13,059 students. These same districts reported serving 12,512 students in 325 buildings. Of this total, 3,641 students, or 29.1% of the total were represented by complete sets of reading achievement test scores in sufficient proportions in each building to allow for the analysis of achievement in English reading. There were also 3,205 complete sets of mathematics scores available for analysis. In order to guarantee the representivity of the total population of bilingual students served in each building, only buildings in which the tested students in each grade numbered at least one-third of the estimated total of all bilingual students in that grade, and were no fewer than five, were included in the analysis. Half, or precisely 28 districts, had at least one building with sufficient scores to allow for the analysis of achievement.

BILINGUAL ADVISORY COMMITTEES

Section 1156 of the Michigan School Code of 1976 provides as follows: "The board of a school district operating a bilingual instruction program pursuant to section 1153 shall establish an advisory committee to assist the board in evaluating and planning the bilingual instruction program. The advisory committee shall be comprised of representatives of parents of children enrolled in the program, bilingual instruction teachers and counselors, and members of the community. A majority of the members of the advisory committee shall be parents of children enrolled in the bilingual instruction program."

Table 3 reports the composition and activity pattern of the advisory committees established by the 56 reporting districts. The committees met an average of about five times during the 1979–80 school year. The committees had an average membership of about 17 members. The table indicates that the committees had, on the average, a majority, 50.6%, of parents who are not employed by the school district. Another 4.5% are parents who are employed as teacher aides. This is in conformance with the statutory requirement that a majority of the members of the advisory committees be parents of children enrolled in the bilingual program.

The statute implies that the advisory committees ought to devote themselves primarily to ". . . evaluating and planning the bilingual instruction program." Table 3 indicates that although most committees do award top priority to program planning, they also assign the lowest priority to evaluation.

TABLE 3.—BILINGUAL ADVISORY COMMITTEES, 1979–80 SCHOOL YEAR, 56 DISTRICTS REPORTING

[Average number of meetings, 4.8]

Composition	Total	Percent
School administrators	89	9.6
Teachers	125	13.4
Other professionals	27	2.9
Aides who are not parents	97	10.4
Aides who are parents	42	4.5
Parents	471	50.6
Others	79	8.5
Total	930	100.0

Activities engaged in:	*Average priority rank*
Public, community relations	2
Eligibility determination	3
Program planning	1
Program evaluation	4

STUDENTS

Table 4 indicates the distribution of students by language. The largest language group is Spanish, accounting for just over 65 percent of all students. The second and third largest groups are Arabic and Chaldean, acounting for just under 17 percent combined. The Vietnamese speaking students account for about 4 percent of the total. Together, these four language groups account for 85.8 percent of all bilingual students served. The remaining 14 percent were distributed among 56 other languages.

Table 5 indicates the distribution of the bilingual students among the grades. It also compares the grade distribution of the bilingual students who were served with the grade distribution of all public school students in Michigan. This comparison indicates that the bilingual students are comparatively overrepresented in grades K-2, and underrepresented in grades 9-12. The overrepresentation in grades K-2 is explainable by the eligibility rules provision for the blanket inclusion of all potentially eligible students in that grade range. The 13.5 percent underrepresentation in grades 9-12 is less easily explained. By the ninth or tenth grade a larger proportion of bilingual students may have gained English proficiency. There is also some evidence that bilingual students drop out of school at a higher rate than the general student population. Of course a combination of these two factors, along with others may be responsible. The observation made here is simply that there is a large, comparative underrepresentation of bilingual students in the 9-12 grade range.

TABLE 4.—STUDENTS SERVED BY LANGUAGE, 1979–80 SCHOOL YEAR, 57 DISTRICTS REPORTING

Language	Number of students	Percentage of total	Number of districts	Number of buildings
Spanish	8,106	65.1	41	224
Arabic	1,483	11.9	19	71
Chaldean	608	4.9	7	45
Vietnamese	482	3.9	16	54
Italian	220	1.8	11	55
Albanian	213	1.7	7	30
Ojibwa	117	.9	3	5

TABLE 4.—STUDENTS SERVED BY LANGUAGE, 1979–80 SCHOOL YEAR, 57 DISTRICTS REPORTING—Continued

Language	Number of students	Percentage of total	Number of districts	Number of buildings
Korean	89	.7	13	30
Russian	78	.6	4	12
Macedonian	68	.5	3	25
Greek	66	.5	8	23
Serbo-Croatian	57	.4	4	15
Polish	50	.4	5	26
Tagalog/Ilocano	43	.3	5	18
German	42	.3	8	29
French	30	.2	11	22
Farsi	25	.2	7	8
Other	682	5.5		
Total	12,459	100		

TABLE 5.—DISTRIBUTION AMONG GRADES, 1979–80 SCHOOL YEAR, 56 DISTRICTS REPORTING

Grade range	Total bilingual students served	Percent of total bilingual students	Percent of total student population [1]	Percent bilingual portion [2]
K–2	4,018	32.1	21.3	10.8
3–4	2,283	18.3	15.6	2.7
5–6	1,981	15.8	14.8	1.0
7–8	1,812	14.5	15.5	−1.0
9–12	2,418	19.3	32.8	−13.5
Total	12,512	100.0		

[1] The percentages in this column are the percentages of students which were enrolled in each grade range in the 1979–80 school year according to the fourth Friday following Labor Day memuership count in September 1979. Percentages derived from Dr. Ki-Suck Chung, Research, Evaluation and Assessment Services, Michigan Department of Education.

[2] Percent bilingual portion is in excess of total student distribution.

Table 6 indicates the number of students who were denied participation upon parental request. The state bilingual statute guarantees to parents the right to deny the participation of their children upon written request. Table 6 indicates that the parents of 5 percent of all potentially eligible students avail themselves of this right.

Table 7 indicates the percentage of students who are dually enrolled in a bilingual and another categorical program. Thirty-seven percent of all bilingual students are dually enrolled. About three-fourths of these are in USEA, Title I programs. About 9% are in Article 3 programs and 1.6 percent are in special education programs. However, the distribution of dually enrolled students is not equal across all grade ranges. Table 8 indicates that dual enrollment in grades K–6 is much higher than in grades 7-12. The average dual enrollment in grades K–6 is 46.6 percent. In grades 3-6, the average is 52.7 percent. In grades 7–8 the average dual enrollment is 18.6 percent.

TABLE 6.—STUDENTS DENIED PARTICIPATION UPON PARENTAL REQUEST, 1979–80 SCHOOL YEAR, 56 DISTRICTS REPORTING

Grade range	Number	Percent [1]
K–2	144	3.4
3–4	66	2.8
5–6	84	4.1
7–8	126	6.5
9–12	232	8.8
Total	652	5.0

[1] Percent of students found eligible.

TABLE 7.—BILINGUAL STUDENTS ENROLLED IN ANOTHER CATEGORICAL PROGRAM, 1979–80 SCHOOL YEAR, 56 DISTRICTS REPORTING

	Number	Percent
Total bilingual enrollment	12,512	100.0
Total dual enrollment	4,644	37.1
ESEA, title I (regular)	1,729	13.8
ESEA, title I (migrant)	1,618	12.9
Article 3	1,098	8.8
Special education	199	1.6

BILINGUAL STAFF

The 12,512 bilingual students who were served in the 56 reporting districts were instructed by a Full-Time Equivalent (FTE) staff of 564.9 persons. This computes to a ratio of 22.2 bilingual students per FTE instructional staff person. The ratio of all bilingual students to the total of FTE teachers with either bilingual endorsement or a bilingual permit is 61.2 students per each FTE teacher. The data indicating the types of staff assigned to bilingual programs are provided in Table 9. These data also indicate that, of all staff assigned, 33.4 percent possessed either a bilingual endorsement or a bilingual permit. Over 45 percent of all staff are aides.

Table 10 indicates the percentage of different types of bilingual instruction offered. It indicates that 70.5 percent of all bilingual instruction is in the form of pullout sessions. Over half of all pullout instruction is provided for groups of students. Almost 14 percent of all instruction is provided in self-contained bilingual classrooms.

TABLE 8.—BILINGUAL STUDENTS ENROLLED IN ANOTHER CATEGORICAL PROGRAM BY GRADE RANGE, 1979–80 SCHOOL YEAR, 56 DISTRICTS REPORTING

	Grade range									
	K–2		3–4		5–6		7–8		9–12	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total number served	4,018	100.0	2,283	100.0	1,981	100.0	1,812	100.0	2,418	100.0
Total dual enrolled	1,608	40.0	1,208	52.9	1,040	52.5	538	29.7	251	10.4
ESEA, title I (regular)	680	16.9	481	21.1	365	18.4	148	8.2	55	2.3
ESEA title I (migrant)	543	13.5	362	15.8	326	16.4	243	13.4	144	6.0
Article 3	347	8.6	324	14.2	310	15.6	112	6.2	6	.2
Special education	38	.9	41	1.8	39	2.0	35	1.9	46	1.9

TABLE 9.—STAFF ASSIGNED TO THE BILINGUAL PROGRAM, 1979–80 SCHOOL YEAR, 56 DISTRICTS REPORTING

Type of staff	Full-time equivalent	Percent
Coordinator(s)/director(s):		
With bilingual endorsement	15.8	2.6
Without bilingual endorsement	32.1	5.2

TABLE 9.—STAFF ASSIGNED TO THE BILINGUAL PROGRAM, 1979–80 SCHOOL YEAR, 56 DISTRICTS REPORTING—Continued

Type of staff	Full-time equivalent	Percent
Classroom teachers:		
Teachers with bilingual endorsement	94.9	15.5
Teachers with bilingual permits	109.5	17.9
Other teachers	56.7	9.2
Other professional (certified)	27.3	4.4
Teacher aides:		
Aides possessing teaching certificates	14.4	2.3
Aides not possessing teaching certificates but who attended college or a university	179.6	29.3
Aides who never attended college or a university	82.5	13.5
Total	612.8	100.0

TABLE 10.—*Manner in which bilingual instruction was provided, 1979–80 school year, 56 districts reporting*

Mode of instruction:	*Precent*
Self-contained bilingual classroom	13.7
Bilingual instruction within a regular, nonbilingual classroom	8.9
Pull-out sessions	70.5
Group instruction	40.9
Tutorial instruction, single pupil	29.6
Other	7.0
Total	100

TABLE 11.—FAMILY PARTICIPATION WITH SCHOOLS

[Average number of visits per family, 1.6]

	Number of visits	Percentage
Type of participation:		
Classroom visits	5,549	41.0
Teacher conferences	4,308	31.8
Special school programs	2,682	19.8
Other	999	7.4
Total	13,538	100.0
Frequency of participation:		
One time only	8,265	61.0
2–5 times	4,745	35.0
6 or more times	528	3.9
Total	13,538	100.0

FAMILY PARTICIPATION

The 12,512 students served in the 56 reporting districts come from 8,270 families. These families made an average of 1.6 visits to the school in which their children were enrolled. These data are reported in Table II.

Most of the parental contact with the school was for visits to classes in session. These constituted 41% of all visits. About 20% of all visits were for special school programs.

With regard to frequency, 61% of the families made contact with the school only once for one or more types of participation. Thirty-five percent of the families participated in the different types of occasions between 2 and 5 times. Frequent participation, of six or more times, was engaged in by only 3.9% of all families.

SCHOLASTIC ACHIEVEMENT

The rate of gain (ROG) in English reading comprehension and mathematics achievement was analyzed with adequate and appropriate test score data from 28 of the reporting districts. Twenty-five districts provided adequate score data for the analysis of the rate of English reading achievement; Twenty districts provided test data for the analysis of mathematics achievement. The average ROG in reading and mathematics for each district is listed in Table 12.

TABLE 12.—AVERAGE RATES OF GAIN[1] IN READING AND MATHEMATICS

District No.	District No.	Students tested in reading	Average ROG	Students tested in mathematics	Average ROG
Adrian	46–010	30	11.86	20	4.74
Battle Creek	13–020	44	6.89	34	.46
Bay City	09–010	219	–.76		
Birmingham	63–010	5	16.61	5	–1.41
Buena Vista	73–080	62	2.83	106	7.34
Capac	74–040	21	8.38		
Carrollton	73–030	51	4.23	51	12.44
Crosswell-Lexington	76–080	48	.08	48	1.27
East Lansing	33–010	62	3.52		
Fitzgerald	50–090			5	9.13
Flint	25–010	86	3.27	75	–.82
Grand Rapids	41–010	223	3.79	222	3.05
Grosse Pointe	82–055	18	11.22		
Hamtramck	82–060			65	10.10
Hart	64–040	24	6.22	37	4.61
Hartford	80–120	22	–1.62	22	–1.43
Holland	70–020	113	8.78		
Holt	33–070			5	6.48
Jackson	38–170	6	8.20	5	7.00
Kalamazoo	39–010	68	6.50	68	7.84
Lansing	33–020	1,199	.45	1,176	.27
Madison	46–090	10	16.99		
Muskegon	61–010	37	10.61	37	4.22
Oak Park	63–250	27	5.62	27	–2.36
Saginaw	73–010	972	10.22	860	14.12
St. Louis	29–100	5	–1.02		
Southfield	63–060	136	8.90	136	4.17
Troy	63–150	66	5.53		
Total		3,544	4.81	3,004	5.58

[1] Rate-of-Gain (ROG) refers to the difference between post-test and pre test reading and mathematics scores, divided by the time interval between the tests. The unit is the Normal Curve Equivalent (NCE). In computing ROG, only grades in buildings which yielded at least 5 pairs of scores were included in the analysis.

The average rate of gain in English reading achievement was 4.81 Normal Curve Equivalent (NCE) units. This indicates that on the average, bilingual students were learning at a higher rate of achievement than the average student, nationally, at their grade level. This is so because the NCE scale is calibrated such that normal achievement growth yields the same NCE score from year to year. A change from a higher NCE score to a lower NCE score, a negative ROG, indicates slower than average growth. Conversely, a positive ROG indicates a faster than average rate of growth. Therefore, Table 12 indicates that, at least for all districts providing useable data, the rate of achievement in English reading was higher than average. Achievement in mathematics was at a yet higher rate.

Table 12 also reveals that the ROG in reading and in mathematics varied considerably among the several reporting districts. The variation among the buildings within these districts was even greater. Analysis was done to determine which factors or specific variables account for the higher rates of achievement.

Table 13 lists the most significant correlates with scholastic achievement (ROG). The column of coefficients on the left indicates the degree of simple, direct correlation between the corresponding independent variable and ROG. All 11 variables are significantly correlated to ROG at this stage of analysis. The third highest ranking correlate is "Total Bilingual Expenditures." Because the amount of money spent by a program usually controls other variables, a second set of correlation coefficients was computed, holding expenditures constant. These coefficients are listed in a column on the right in Table 13. Holding expenditures constant has the effect of measuring the correlation of the remaining ten factors, were all districts to have the same level of expenditures for bilingual education. With the imposition of this condition, the strength of correlation of most variables is decreased. Only three variables maintain coefficients at the .001 level of significance. These are: (a) Proportion of aides without college to total staff; (b) Proportion of bilingual endorsed teachers to total teachers; and (c) Frequent family participation.

"Aides without college" refers to aides who have no college level education at all. Analysis has indicated that this variable is related to the proportion of bilingual endorsed teachers employed by a district.

"Frequent family participation" refers to parents who have made at least six visits to the school building for one or more types of occasions.

TABLE 13.—CORRELATES WITH READING AND MATHEMATICS ACHIEVEMENT, 1979–80 SCHOOL YEAR, 28 DISTRICTS REPORTING

	Simple correlation		"Total bilingual expenditures" held constant	
	r[1]	Significance	r	Significance
Frequent family participation	0.352	(0.001)	0.347	(0.001)
Proportion of aides without college to total staff	.308	(.001)	.364	(.001)
Total bilingual expenditures	.261	(.001)	———	———
Participation in musical[2] activities	.242	(.001)	.132	(.019)
Proportion of bilingual endorsed teachers to total teachers	.241	(.001)	.350	(.001)
Proportion of migrants to total students	.222	(.001)	.163	(.005)
Ratio of students to total teachers	.199	(.001)	.174	(.003)
Proportion of title 1—Bilingual students to total bilingual students	.194	(.001)	.129	(.021)
Average number of hours of bilingual instruction	.187	(.001)	.136	(.016)
Ratio of students to bilingual endorsed staff	.175	(.001)	.165	(.004)
Participation in sports[2] activities	.166	(.001)	.062	(.166)

[1] Pearson coefficient of correlation, computed with the exclusion of pairwise missing values.

[2] Pertains only to bilingual students in grades 7–12.

Table 14 indicates the results of the factor analysis of the data from all districts submitting adequate achievement scores. Each column lists the top eight nonfinancial variables in their rank order on the factor in which the achievement indicator loaded the highest. Factors were computed separately for reading and mathematics achievement combined, and for each type of achievement separately.

Four variables are shared by all three lists; (a) Frequent family participation; (b) Participation in sports. (Negative correlation); (c) Participation in music. (Negative correlation); and, (d) Aide inservice.

A high proportion of bilingual endorsed teachers is shared by the common factor and by the reading only factor. The reading and mathematics separate factors also share the variable, high proportion of Spanish-speaking students. This variable should be interpreted to indicate buildings which devote their bilingual resources exclusively or mainly to one language group, the largest of which is Spanish, as opposed to buildings in which resources are divided among several language groups. Thus, the finding is that the more concentrated a building's instruction is with regard to language groups, the greater is the rate of reading and mathematics achievement.

TABLE 14.—RANK OF VARIABLES[1] ON FACTORS IDENTIFIED WITH ACHIEVEMENT, 1979–80 SCHOOL YEAR, 28 DISTRICTS REPORTING

Reading and mathematics achievement	Reading achievement only	Mathematics achievement only
1. Rate of gain	1. Participation in music[2] (NEG)[3]	1. Participation in music (NEG).[3]
2. Proportion of bilingual endorsed teachers to total teachers.	2. Participation in sports[2] (NEG)[3]	2. Rate of gain.
3. Frequent family participation	3. Rate of gain	3. Participation in sports (NEG).[3]

TABLE 14.—RANK OF VARIABLES[1] ON FACTORS IDENTIFIED WITH ACHIEVEMENT, 1979–80 SCHOOL YEAR, 28 DISTRICTS REPORTING—Continued

Reading and mathematics achievement	Reading achievement only	Mathematics achievement only
4. Participation in sports[2] (NEG)[3]	4. Number of hours of inservice training of aides.	4. Proportion of Spanish-speaking students to total bilingual students.
5. Proportion of title I—Bilingual students to total bilingual students (NEG).	5. Proportion of title I—Bilingual students to total bilingual students (NEG)[3].	5. Proportion of title I—Bilingual students to total bilingual students (NEG).[3]
6. Participation in music[2] (NEG)[3]	6. Proportion of Spanish-speaking students to total bilingual students.	6. Number of hours of inservice training of aides.
7. Number of hours of inservice training of aides.	7. Frequent family participation.	7. Frequent family participation.
8. Proportion of aides without college to total staff.	8. Proportion of endorsed plus permit teachers to total instructional staff (NEG)[3].	8. Proportion of special education, bilingual students to total bilingual students (NEG).[3]

[1] Financial variables excluded.
[2] Pertains only to bilingual students in grades 7–12.
[3] Signifies that the variable is negatively related to the factor.

Multiple regression analysis also identified frequent family participation and the employment of a high proportion of bilingual endorsed teachers as the major predictors of scholastic achievement. It further demonstrated that buildings or districts with more bilingual endorsed teachers were less dependent upon frequent family participation to produce higher rates of achievement. Multiple regression analyses demonstrates that these variables, to at least a limited degree, are mutually compensatory. Both frequent family participation and instruction by bilingual endorsed teachers are significant contributors to scholastic achievement of bilingual students. Analysis demonstrates that these are the most significant contributors. Frequent family participation always contributes to achievement. Districts in which both variables are operable have higher rates of achievement than districts in which only one or none is operable. However, in districts where bilingual instruction is provided by endorsed teachers, dependence on family participation is reduced. A factor which increases the effect of family participation is the employment of aides. Variables which increase the effectiveness of endorsed teachers are a greater average number of hours of bilingual instruction and a smaller ratio of students to endorsed teachers. Absences were found to decrease the effectiveness of both family participation and endorsed teachers.

TABLE 15.—PATTERN OF TRANSITION, 1979–80 SCHOOL YEAR, 36 DISTRICTS REPORTING[1]

	Number	Percent of total
Total number served	6,063	100.0
Total number new in 1979–80	2,707	44.6
Total number exiting[2]	1,912	31.5
Total number who moved out of the district	690	11.4
Total number who are discontinuing for some other reason	226	3.7

[1] Districts were included in the analysis only if complete student count data were reported, and if the district had operated a bilingual program prior to the 1979–80 school year.
[2] This refers to students who are discontinued because they have attained greater than the 40th percentile in an English reading test and an English test.

PATTERN OF TRANSITION

Table 15 indicates the rate of student transition in and out of bilingual programs during the 1979–80 school year. The data indicate that almost one-third of the students in the reporting district ended their enrollment because of their attainment of English proficiency. The data also indicate that, over all grades, the number of students discontinuing was slightly greater than the number of new enrollees. A total of 46.6 percent of the students were discontinuing for all reasons. The total of incoming students in 1979 was 44.6 percent of the total served that year. Therefore, there was a decrease of 2 percent over all grades in the 1979–80 school year.

Table 16 indicates the rate of transition within each of the five grade ranges. Here it can be seen that the rate of transition varies considerably in the different grade ranges. There is a net inflow of exiting students in grades K-2 of 10.1 percent. This is to be expected with the rules provision of automatic eligibility for all potentially eligible students in this grade range. Above grade 2 the transition pattern differs between the elementary and the secondary grades. In grades 3-6 the percentage exiting is 37.0. The total percentage discontinuing is 52.3. Only 29.9 percent were new. Thus, grades 3-6 experienced a net outflow of 22.4 percent of all students served. This contrasts with the pattern in grades 7-12. Here there was a net inflow of 8.1 percent. This net inflow results despite the fact that all students discontinue enrollment at the end of grade 12.

TABLE 16.—PATTERN OF TRANSITION AMONG GRADES, 1979-80 SCHOOL YEAR, 36 DISTRICTS REPORTING [1]

	Grade ranges									
	K-2		3-4		5-6		7-8		9-12	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total number served	1,948	100.0	1,132	100.0	999	100.0	922	100.0	1,062	100.0
Total number new in 1979-80	1,007	51.7	361	31.9	276	27.6	429	46.5	634	59.7
Total number editing	557	28.6	396	35.0	393	39.3	294	31.9	272	25.6
Total number who moved out of the district	228	11.7	147	13.0	123	12.3	114	12.4	78	7.3
Total number who are discontinuing for some other reason	25	1.3	27	2.4	29	2.9	16	1.7	[2] 129	[2] 12.1

[1] Districts were included in the analysis only if complete student count data were reported, and if the district had operated a bilingual program prior to the 1979-80 school year.

[2] This number includes all who have graduated from high school.

SUMMARY AND CONCLUSIONS

In the 1979-80 school year a total of 18,555 students were served in bilingual instructional programs operated in 69 local districts. Completed evaluation report forms were returned by 57 districts, which reported having served 12,512 students. This number represents the total base for this evaluation report. Analysis of achievement is based on 3,696 students served in 28 local districts.

Students representing 60 languages were served. The major language group was Spanish, accounting for 65.1 percent of all students served. Arabic and chaldean were the second and third largest language groups. Combined they account for 16.8 percent of all students. The Vietnamese language was represented by 3.9 percent of the students. The 56 other languages accounted for the 14.2 percent remaining students.

The distribution of bilingual students among the grades was about the same as the distribution of the total student population in grades 3-8. The K-2 grade range was overrepresented by 10.8 percent. The 9-12 grade range was underrepresented by 13.5 percent.

Of the total number of students found eligible for bilingual education, 5 percent were denied participation in the program by parental request.

The enrollment of bilingual students in one or more other categorical program as well was accounted for by 37.1 percent of all bilingual students. In grades 3-6 over 52 percent of all bilingual students are at least dual enrolled.

Over half of all full time equivalent (FTE) instructional staff were aides. Aides accounted for 51.4 percent of all instructional staff. Over 70 percent of all such aides had attended college or a university. Of all certified FTE staff, teachers with bilingual endorsement constituted only 36.3 percent. Teachers with emergency permits accounted for 41.9 percent.

Seventy percent of all instruction was provided in the form of pullout sessions. Self-contained bilingual classrooms provided 13.7 percent of all bilingual instruction.

Minimal family participation with the school involving only one visit was fairly widespread, accounting for 61 percent of all visits. Frequent family participation, six or more visits, which was found to be a significant correlate with scholastic achievement, only accounted for 3.9 percent of all visits.

Scholastic achievement among bilingual students was found to have increased at a rate faster than normal in English reading. In the area of mathematics, the bilingual student rate was still higher.

The variables which contributed the most to increasing scholastic achievement were frequent family participation in the schools and the provision of instructions by teachers who have bilingual endorsement. The employment of endorsed teachers reduces the dependence upon family visits. Increased number of hours of bilingual instruction was also found to contribute to achievement, primarily by increasing the effectiveness of endorsed teachers. The provision of inservice training, particularly to aides, was also found to contribute to achievement in the same way. An increased number of days absent negatively affects achievement by decreasing the effectiveness of endorsed teachers and family participation. Those variables which were found to have a negative effect on scholastic achievement were participation in extracurricular music activities and in extracurricular sports activities. This last finding pertains only to students in grades 7-12.

Finally, the transition of students through the bilingual program was measured. It was found that about one-third of the students annually discontinue because of their attainment of English proficiency. It was also found that students in grades K-2; and 7-12 enter the bilingual program at a higher rate than they leave, producing a net inflow in these grades. There is a net outflow in grades 3-6, with the greatest loss in grades 5-6.

RECOMMENDATIONS

1. Findings clearly indicate that frequent family participation with the school building has a significant positive effect in improving scholastic acheivement. Districts ought, therefore, to specifically encourage parental participation with school activities.
2. The findings also indicate that instruction by teachers with bilingual endorsement has a significant positive effect on achievement. Districts ought to employ endorsed teachers in their bilingual program.
3. Aides, including aides with no college experience, were found to be a contributing factor to achievement if they operated with an endorsed teacher. Another factor which increases the effectiveness of aides is the provision of inservice training. The provision of inservice training of aides was found to be more effective than the inservice training of professionals. Districts ought, therefore, to ensure that aides, at least, receive appropriate inservice training.
4. The total number of students for whom complete sets of reading test scores were reported ws only 29.1 percent of all students reported. This is a very low percentage, even accounting for all factors which normally decrease the number of test scores. Accurate evaluation analysis, as well as accurate local monitoring and evaluation, depends on comprehensive testing. Districts should devote all necessary effort to ensure the systematic testing of all students in the bilingual program.

SUMMARY

AN EVALUATION OF THE STATE FUNDED BILINGUAL EDUCATION INSTRUCTIONAL PROGRAMS IN MICHIGAN ADMINISTERED DURING THE 1970–80 SCHOOL YEAR

Sixty-nine districts in Michigan operated State funded bilingual programs in 1979–80. Seven additional districts made arrangements with one or more neighboring districts to provide bilingual instructional services for their resident bilingual students. 18,555 students speaking a total of 60 languages were served in these programs. The total for each district is shown in Table P–1.

TABLE P–2.—DISTRICTS ADMINISTERING BILINGUAL PROGRAMS IN 1979–80 WHICH DID NOT RETURN THE EVALUATION REPORT FORM

District name	District No.	Number of students [1]
Albion	13–010	43
Bridgeport-Spaulding	73–180	318
Cherry Hill	80–025	2
Detroit [2]	82–010	3,167

TABLE P-2.—DISTRICTS ADMINISTERING BILINGUAL PROGRAMS IN 1979-80 WHICH DID NOT RETURN THE EVALUATION REPORT FORM—Continued

District name	District No.	Number of students [1]
Ferndale	63-020	132
Highland Park	82-070	39
Imlay City	44-060	91
Lake Shore	50-120	110
Manistique	77-010	1
McBain	57-030	5
Mandon	75-060	3
Pontiac	63-030	1,550
River Rouge	82-120	35
Total		5,496

[1] Number of students for which reimbursement was paid.

[2] The School District of the City of Detroit submitted complete evaluation data for 1979-80. However, this report and all analyses were completed before these Detroit data were submitted.

TABLE P-1.—TOTAL STUDENTS FOR WHICH DISTRICTS WERE REIMBURSED COMPARED TO TOTAL REPORTED ON EVALUATION FORM RE-4645, 1979-80 SCHOOL YEAR

District name	District No.	Reimbursement total	RE-4645 total	Reading		Mathematics	
				Total tested [1]	Total analyzed [2]	Total tested [1]	Total analyzed [2]
Adrian	46-010	164	169	72	21	61	20
Alma	29-010	15	17	7	0	7	0
Ann Arbor	81-010	136	136	0	0	0	0
Bangor	80-020	87	87	7	0	7	0
Baraga/L'Anse	07-020/07-040	100	94	0	0	0	0
Battle Creek	13-020	194	178	76	34	78	34
Bay City	09-010	581	502	271	219	0	0
Berkley	63-050	52	44	9	0	18	0
Birmingham	63-010	42	47	29	5	29	5
Buena Vista	73-080	251	259	101	87	118	106
Capac	74-040	77	41	25	21	9	0
Carrollton	73-030	131	313	52	51	52	51
Crosswell-Lexington	76-080	108	112	61	48	53	48
Dearborn	82-030	1,152	1,081	0	0	0	0
East Lansing	33-010	215	183	85	62	0	0
Farmington	63-200	186	178	0	0	0	0
Fennville	03-050	175	175	0	0	0	0
Fitzgerald	50-090	47	47	14	0	20	5
Flint	25-010	284	283	130	86	119	75
Grand Ledge	23-060	7	7	0	0	0	0
Grand Rapids	41-010	950	1,141	342	229	356	228
Grosse Pointe	82-055	46	60	26	18	0	0
Hamtramck	82-060	384	171	0	0	91	88
Hart	64-040	202	189	63	24	56	37
Hartford	80-120	142	140	45	22	28	22
Holland	70-020	372	394	156	120	0	0
Holt	33-070	40	36	16	0	12	5
Jackson	38-170	288	66	32	6	31	5
Kalamazoo	39-010	238	237	94	68	94	68
Lansing	33-020	2,390	2,274	1,465	1,199	1,443	1,176
Lawton	80-140	62	90	15	0	15	0
Lenawee ISD	46-000	20	12	0	0	0	0
Lincoln Park	82-090	15	9	9	0	6	0
Madison	46-090	33	28	28	10	0	0
Manton	83-060	7	7	0	0	0	0
Melvindale-Northern Allen Park	82-045	61	62	16	0	2	0
Muskegon	61-010	219	174	88	43	81	37

TABLE P-1.—TOTAL STUDENTS FOR WHICH DISTRICTS WERE REIMBURSED COMPARED TO TOTAL REPORTED ON EVALUATION FORM RE-4645, 1979-80 SCHOOL YEAR—Continued

District name	District No.	Reimbursement total	RE-4645 total	Reading		Mathematics	
				Total tested [1]	Total analyzed [2]	Total tested [1]	Total analyzed [2]
Oak Park	63-250	226	245	53	27	53	27
Port Huron	74-010	63	73	10	0	11	0
Romeo	40-190	17	14	5	0	0	0
Royal Oak	63-040	50	46	....	0	0	0
Saginaw	73-010	1,899	1,849	1,266	1,011	1,234	1,001
St. Louis	29-100	33	17	10	5	10	0
Sault Ste. Marie	17-010	32	17	2	0	3	0
Shelby	64-080	76	76	35	23	39	31
Southfield	63-060	224	224	174	136	174	136
Southgate	82-425	39	39	0	0	0	0
Stockbridge	33-200	15	0	0	0	0	0
Troy	63-150	117	120	80	66	0	0
Utica	50-210	134	151	12	0	0	0
Van Dyke	50-220	28	39	0	0	0	0
Vicksburg	39-170	8	5	0	0	0	0
Warren	50-230	349	428	43	0	0	0
Waterford	63-300	44	44	10	0	10	0
West Bloomfield	63-160	29	29	0	0	0	0
West Ottawa	70-070	172	154	0	0	0	0
Total		13,059	12,512	5,034	3,641	4,320	3,205

[1] The number refers to all students who were both pre- and post-tested.

[2] Analysis was restricted only to students in each grade who were both pre- and post-tested, and, (a) who constituted at least one-third of the estimated total students served in the same grade, providing, (b) that number of tested students was not less than 5.

STUDENTS: LANGUAGE

Of the 60 languages served in 1979-80 the major language was Spanish, accounting for 65.1 percent of all students served. Arabic and Chaldean were the second and third largest language groups. Combined they account for 16.8 percent of all students. The Vietnamese language was represented by 3.9 percent of the students. The 56 other languages accounted for the 14.2 percent remaining students.

TABLE P-3.—STUDENTS SERVED BY LANGUAGE, 1979-80 SCHOOL YEAR, 57 DISTRICTS REPORTING

Language	Number of students	Percentage of total	Number of districts	Number of buildings
Spanish	8,106	65.1	41	224
Arabic	1,483	11.9	19	71
Chaldean	608	4.9	7	45
Vietnamese	482	3.9	16	54
Italian	220	1.8	11	55
Albanian	213	1.7	7	30
Ojibwa	117	.9	3	5
Korean	89	.7	13	30
Russian	78	.6	4	12
Macedonian	68	.5	3	25
Greek	66	.5	8	23
Serbo-Croatian	57	.4	4	15
Polish	50	.4	5	26
Tagalog/Ilocano	43	.3	5	18
German	42	.3	8	29
French	30	.2	11	22
Farsi	25	.2	7	8
Other	682	5.5	—	—
Total	12,459	100	—	—

STUDENTS: NOT PARTICIPATING UPON PARENTAL REQUEST

The state bilingual statute guarantees to parents, upon their written request, the right to withhold their children from participating in a bilingual education program for which the children are eligible. In 1979-80 the parents of 5 percent of all potentially eligible students exercised this right.

BILINGUAL INSTRUCTIONAL STAFF

In 1979-80 a total of 1,171 persons representing 613.8 full-time equivalent (FTE) staff provided bilingual instruction in the 56 reporting programs. Over half of all FTE instructional staff were aides. Aides accounted for 51.4 percent of all instructional staff. Over 70 percent of these aides had attended college or a university. Of all certified FTE staff, teachers with bilingual endorsement constituted only 36.3 percent. Teachers with emergency permits accounted for 41.9 percent.

TABLE P-4.—STAFF ASSIGNED TO THE BILINGUAL PROGRAM, 1979-80 SCHOOL YEAR, 56 DISTRICTS REPORTING

Type of Staff	Full-time equivalent	Percent
Coordinator(s)/director(s):		
With bilingual endorsement	15.8	2.6
Without bilingual endorsement	32.1	5.2
Classroom teachers:		
Teachers with bilingual endorsement	94.9	15.5
Teachers with bilingual permits	109.5	17.9
Other teachers	56.7	9.2
Other professional (certified)	27.3	4.4
Teacher aids:		
Aides possessing teaching certificates	14.4	2.3
Aides not possessing teaching certificates but who attended college or a university	179.6	29.3
Aides who never attended college or a university	82.5	13.5
Total	612.8	100.0

Seventy percent of all instruction was provided in the form of pull-out sessions. Self-contained bilingual classrooms provided 13.7 percent of all bilingual instruction.

FAMILY PARTICIPATION

Minimal family participation with the school, involving only one visit, was fairly widespread, accounting for 61 percent of all visits. Frequent family participation, of six or more visits, which was found to be significant with scholastic achievement, only accounted for 3.9 percent of all families.

SCHOLASTIC ACHIEVEMENT

The average rate of gain in English reading achievement was 4.81 Normal Curve Equivalent (NCE) units.[1] This indicates that on the average, bilingual students were learning at a higher rate of achievement than the average student, nationally, at their grade level. Achievement in mathematics was at a yet higher rate. The average mathematics rate of gain was 5.58 NCE units. The factors which contributed the most to increasing scholastic achievement were frequent family participation in the schools and the provision of instruction by teachers who have bilingual endorsement.

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[1] Normal Curve Equivalent units are derived from standard scores. The national average, or normal, rate of gain is 0.0 NCE units. Therefore, a negative rate of gain indicates slower than normal scholastic achievement; a positive rate of gain indicates faster than normal achievement.

A third significant factor was school attendance. High absenteeism negatively affects achievement by decreasing the effectiveness of endorsed teachers and of family participation.

Inservice training, particularly to aides, was also found to contribute to achievement.

Other factors which were found to have a negative effect on scholastic achievement were participation in extracurricular music activities and in extracurricular sports activities. This last finding pertains only to students in grades 7-12.

TABLE P-5.—AVERAGE RATES OF GAIN [1] IN READING [2] AND MATHEMATICS [3]

District	District No.	Students tested in reading	Average ROG	Students tested in mathematics	Average ROG
Adrian	46-010	30	11.86	20	4.74
Battle Creek	13-020	44	6.89	34	.46
Bay City	09-010	219	−.76		
Birmingham	63-010	5	16.61	5	−1.41
Buena Vista	73-080	62	2.83	106	7.34
Capac	74-040	21	8.38		
Carrollton	73-030	51	4.23	51	12.44
Crosswell-Lexington	76-080	48	.08	48	1.27
East Lansing	33-010	62	3.52		
Fitzgerald	50-090			5	9.13
Flint	25-010	86	3.27	75	−.82
Grand Rapids	41-010	223	3.79	222	3.05
Grosse Pointe	82-055	18	11.22		
Hamtramek	82-060			65	10.10
Hart	64-040	24	6.22	37	4.61
Hartfold	80-120	22	−1.62	22	−1.43
Holland	70-020	113	8.78		
Holt	33-070			5	6.48
Jackson	38-170	6	8.20	5	7.00
Kalamazoo	39-010	68	6.50	68	7.84
Lansing	33-020	1,199	.45	1,176	.27
Madison	46-090	10	16.99		
Muskegon	61-010	37	10.61	37	4.22
Oak Park	63-250	27	5.62	27	−2.36
Saginaw	73-010	972	10.22	860	14.12
St. Louis	29-100	5	−1.02		
Southfield	63-060	136	8.90	136	4.17
Troy	63-150	66	5.53		
Total	-	3,544	4.81	3,004	5.58

[1] Rate-of-gain (ROG) refers to the difference between post-test and pretest reading and mathematics scores, divided by the time interval between the tests. The unit is the Normal Curve Equivalent (NCE). In computing ROG, only grades in buildings which yielded at least 5 pairs of scores were included in the analysis.

[2] The average reading ROG was derived from scores of 3,641 students, representing 29.1 percent of all students reported served. See table P-1.

[3] The average mathematics ROG was derived from scores of 3,205 students, representing 25.6 percent of all students reported served. See table P-1.

PATTERN OF TRANSITION

In the 1979-80 school year about one-third of students exited from the bilingual program because of their attainment of English proficiency. Students in grades K-2 and 7-12 enter the bilingual program at a higher rate than they exit. In grades 3-6, more students exit than enter. Almost 27% more students exit than enter in grades 5-6.

TABLE P-6.—PATTERN OF TRANSITION AMONG GRADES, 1979–80 SCHOOL YEAR, 36 DISTRICTS REPORTING[1]

	Grade ranges									
	K–2		3–4		5–6		7–8		9–12	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total number served	1,948	100.0	1,132	100.0	999	100.0	922	100.0	1,062	100.0
Total number new in 1979–80	1,007	51.7	361	31.9	276	27.6	429	46.5	634	59.7
Total number exiting	557	28.6	396	35.0	393	39.3	294	31.9	272	25.6
Total number who moved out of the district	228	11.7	147	13.0	123	12.3	114	12.4	78	7.3
Total number who are discontinuing for some other reason	25	1.3	27	2.4	29	2.9	16	1.7	[2] 129	[2] 12.1

[1] Districts were included in the analysis only if complete student count data were reported, and if the district had operated a bilingual program prior to the 1979–80 school year.

[2] This number includes all who have graduated from high school.

RECOMMENDATIONS FOR IMPROVING BILINGUAL PROGRAMS

1. Frequent family participation with the school building staff has a significant positive effect in improving scholastic achievement. Bilingual programs should encourage parental participation with school activities, by arranging parent conferences, using volunteers, and where possible, paid aides.

2. Instruction by teachers with bilingual endorsement has a significant positive effect on achievement. Bilingual endorsed teachers should be given employment preference in bilingual programs, and districts should assist non-endorsed teachers to qualify for endorsement.

3. Inservice training was found to have a positive effect on achievement. The inservice training of aides was more effective than the inservice training of professional staff. Bilingual programs ought to ensure that aides, at least, receive appropriate inservice training.

4. Complete sets of reading test scores were reported for only 29.1 percent of all students served in 1979–80. Bilingual programs should devote all necessary effort to ensure the systematic testing of all students in the bilingual program.

LANSING SCHOOL DISTRICTS

The vocational education department of the Lansing School District has provided support services for our special needs students for over fourteen years. The provision of these services has been through the Michigan Department of Education, Vocational-Technical Education Service. The services provided to students are in the technical skills areas as well as basic skills in math and reading directly related to the vocational education skill training component. The target population eligible for special services has be disadvantaged and handicapped persons. In 1978, additional services were initiated for Limited English Speakers and bilingual students. The purpose of these services was to provide vocational information to 9th and 10th graders that were bilingual and limited English speakers. These students were identified as potential dropouts. The dropout rate for the 9th and 10th grade in 1977–78 was significant in that approximately 10.5 percent of the bilingual students left after 9th grade. Prior to this time, very few bilingual and limited English speaking students were enrolled in vocational education. From 1978 to the present, the vocational education special needs project in Lansing has grown to meet the needs of our bilingual and limited English speaking students. The attached page indicated the increasing number of students and services for the bilingual and limited English speaking population in vocational education.

LANSING SCHOOL DISTRICT DEPARTMENT OF CAREER AND VOCATIONAL EDUCATION, SPECIAL NEEDS—PROJECT S.C.O.R.E.

Year	Staff support	Students served
1978–79	Bilingual vocational advocate	115—Junior high.
		15—Senior high vocational.
1979–80	Bilingual vocational advocate	125—Junior high.
		48—Senior high vocational.
1980–81	Bilingual vocational advocate	145—Junior high.
	Bilingual/LEP community liaison	21—Community parents/dropouts.
	4—Bilingual/LEP tutors	127—Senior high vocational.
1981–82	Bilingual vocational coordinator	152—Limited English proficiency in bilingual instruction center.
	Bilingual/LEP community liaison	75—Community parents/dropouts.
	4—Bilingual/LEP tutors	130—Senior high vocational.
	Additional from bilingual section No. 1:	160—Junior high.
	1—Bilingual curriculum coordinator	
	4—Bilingual translators	
	1—Bilingual career advocate	

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VAN BUREN INTERMEDIATE SCHOOL DISTRICT

REGION III SUMMER MIGRANT PROGRAM

EVALUATION AND RECOMMENDATIONS

June 11 - August 1, 1980

Submitted by

Dora S. Dominguez
Hazel Tennant

Supervised by

John H. Dominguez, Jr., Director

Exhibit 1

Introduction

The Van Buren intermediate School District supervised the operation of three summer programs for the education of children of migrant workers. The programs were located at Lawrence and Bangor in Van Buren County and at Wayland in Allegan County. Because migrant families are forced to follow the agricultural cycle and remain at one place only as long as there are crops to harvest, the length of the instructional programs varied from a period of six weeks in Wayland to seven weeks in Lawrence and Bangor. The length of the school day was from 8:00 a.m. to 4:00 p.m., Monday through Friday.

Preservice Workshop

The eighth annual Migrant Education Preservice Training and Orientation Workshop was held at the Van Buren Skills Center, June 11 through June 13, 1980. The theme was "Now is the time, Here is the place, This is a way."

The outstanding features of this year's program were a presentation of a plaque by two former migrant students to Mr. E. Shaw for his support of Migrant Education and the keynote address by Rachael Moreno, Director of the Office of Program Coordination, Michigan Department of Education. Miss Moreno's message was enthusiastically received by all of the workshop participants.

The Director of Project NOMAD, John H. Dominguez, Jr., introduced the guests who welcomed the participants on behalf of their organizations. Guests included Ernest J. Shaw, former superintendent of the Van Buren Intermediate School District (who as assistant superintendent wrote the first proposal for a migrant education program for southwest Michigan) and Dr. Ray Bandlow, Superintendent of the Van Buren Intermediate School District. Dr. Bandlow delivered his welcome in Spanish.

The general assembly sessions were presided over by Dora S. Dominguez, Supervisor of Support Services. They included a film, "Children of the Fields," an address by Mr. Dominguez, Director of Project NOMAD, an information session on recruitment and an overview of CHOICE, Project NOMAD's prevocational program. Mrs. Dominguez also presented an overview on the Migrant Student Record Transfer System (MSRTS) to all participants.

In small group sessions held concurrently, the following activities took place:

1. Health and Safety - All staff

   Nutrition and Dental Health by staff of the BCV Health Clinc; Preventive General Health Care by the Van Buren Health Department and Substance Abuse by the Department of Mental Health. In addition, a very informative session was conducted on Bus Safety. For greater impact on participants, this session was conducted on a bus.

2. Instructional Strategies - First grade and above staff

   Workshops on reading alternatives included Direct Instruction and The Workshop Way presented by classroom teachers. Other small group sessions presented by classroom teachers were Key Phrases in Spanish and Dialect Differences. Creciendo con Juegos (Games to Grow With) was conducted by the Middle Cities staff and a session on Self Awareness was presented by a local counselor.

3. Instructional Materials - First grade and above staff

   Participants became acquainted with new material and reviewed old materials. Workshops included a CSL Reading Review, ICSP Math and how to implement it in the classroom, MISTOL and Supplementary Linguistics and Reading Dynamics.

4. Preschool Program

   Preschool and kindergarten teachers and aides had a well organized and well executed program which started with a General Introduction to Preschool by T. Boothby, kindergarten teacher. The staff then reviewed the National Early Childhood Skills list and participated in a Make It - Take It session. The sessions that followed were conducted by the consultants of the Department of Social Services and included Child Care Centers, Rules Relating to Adults, Rules Relating to Facility and Rules Relating to Children. Other small group activities conducted by local staff included Early Language Development and Peabody Testing.

Program Priorities

Program priorities, as stated by the director in his proposal to the State Department of Education for an educational program to compensate for the interrupted education of migrant children, were as follows:

1. To provide a program which encourages a positive self-concept in each child.
2. To provide a program which will help each child develop communication skills.
3. To provide a program which will help each child broaden his experiential background.

4. To provide those ancillary services necessary to each child's health and well-being, thereby improving his chances for success in school; i.e., health, nutrition, social and cultural services.

5. To provide an educational program which will help each child develop mentally, physically and emotionally.

6. To provide an educational program which will help each child develop skills in the academic areas.

7. To provide a program which will help each child develop skills important for socialization.

In addition to the program priorities, specific objectives were assigned as follows:

"The summer project will provide enriching and meaningful learning experiences that relate to the needs of all children involved. Children will be encouraged to participate, observe, discover, and manipulate. The respective centers will make every effort to promote growth in the academic, physical, emotional and social aspects of the child's development."

1. To provide a program which encourages a positive self-concept in each child and helps him to:

    A. Understand and accept self as a worthwhile individual
    B. Understand and accept feelings and emotions
    C. Understand and accept others as individuals
    D. Develop pride in his cultural heritage
    E. Develop self-direction
    F. Develop inner controls

2. To provide a program which will help each child develop the following skills:

    A. Non-verbal communication
    B. Listening
    C. Oral Language
    D. Written language
    E. Comprehension of oral and written language
    F. Reading

3. To provide a program which will help each child broaden his experiential background through:

    A. Field Trips
    B. Art
    C. Physical Education

4. To provide those ancillary services necessary to each child's health and well-being, thereby improving his chances for success in school; i.e., health, nutrition, social and cultural services.

5. To provide an educational program which will help each child develop the following skills:

   A. Problem solving
   B. Manipulative skills
   C. Body control and motor coordination
   D. Self-expression through the arts
   E. Sensory skills

6. To provide a program which will help each child develop skills in the following academic areas:

   A. Language Arts
   B. Mathematics
   C. Social Studies
   D. Science
   E. Health and Safety

7. To provide a program which will help each child develop the following skills important for socialization:

   A. Independence
   B. Functioning in democratic groups
   C. Cooperating in group activities
   D. Respect for authority
   E. Respect and care for property
   F. Use of judgement in making practical decisions
   G. Association of logical consequences with behaviors
   H. Association of positive feeling with school
   I. Development of leadership qualities

8. To provide a program which will create awareness in career choices and the decision making process.

Curriculum

The primary components of the curriculum used during the summer program were the Literature Kits from Open Court and the Shaw/Hiehle's Individualized Computational Skills Program from Houghton Mifflin Company (ICSP). A variety of commercial and teacher-made activities supplemented these materials. The revised MISTOL materials and VISTA (Activities for Social Studies) were also used. A new Preschool and Kindergarten Observational Checklist based on the

National Migrant Education Program Early Childhood Development Skills was used with children in preschool and kindergarten. The Physical Education program continued to be the responsibility of the classroom teacher. Children ten years and older were provided with an improved Career Education Program involving the development of career awareness and exploration in Agricultural Sciences, Building Trades, Small Engine Repair and Commercial Art.

The curriculum reflected a wide variety of activities in order to assess needs as well as provide basic experiences for the children.

Evaluation Design

The Gates MacGinitie Reading Test (GMRT) and the ICSP Computational test were administered in small groups to students in grades one and above. The GMRT was used to measure growth in vocabulary and reading comprehension; the ICSP Computational Test was used to measure growth in arithmetic computational skills. In addition, all English speaking students were tested individually on the Michigan Oral Language Assessment Test to measure English language usage.

The data from the instruments used for pre-assessment which have been keyed to the National Reading Skills List and National Math Skills List dictated specific behavioral objectives for each student. Data from objectives in reading and math were kept on individual students in grades one and above.

The Peabody Picture Vocabulary Test was administered individually to children in preschool and kindergarten as a measure of receptive English. If a child was predominately Spanish speaking the test was given first in English secondly in Spanish to determine a language receptive age. The National Migrant Preschool checklist and Reading and Math Readiness skills were also used to indicate cognitive, psychomotor and affective levels of development in preschool and kindergarten children. Concepts were taught as well as assessed in the native language for the monolingual Spanish speaking children.

Exhibit 5

Pre-Service Training and Orientation

The preservice provided a variety of sessions in an effort to meet the different needs of the total staff. The participants included experienced personnel in migrant education as well as personnel with no experience in working with migrant children. The overall response of the participants to the workshop was positive as is evidenced in the tables that follow (see Tables 9, 10, 11 and 12). A list of suggestions from participants for future pre-service workshops are presented on page 27.

Table 9

Pre-Service Orientation - Wednesday, June 11, 1980

Sessions	No. of Responses	Helpful 3	2	Not Helpful 1
1. Guest Speaker - Miss Raquel Moreno	77	66	10	1
2. Movie: "Children of the Fields"	75	65	9	1
3. Aide Responsibilities	46	31	15	0
4. Classroom Management	42	28	13	1
5. Introduction to Preschool	36	25	10	1
6. CSL Reading Review	46	33	11	2
7. National Early Childhood Skills	34	18	12	4
8. Nutrition and Dental Health	74	54	16	4
9. Preventive General Health Care	63	43	20	0
10. Substance Abuse	40	17	15	8

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Pre-Service Orientation - Thursday, June 12, 1980

Table 10

Sessions	No. of Responses	Helpful 3	2	Not Helpful 1
1. Immunization and the C-100	74	39	26	9
2. ICSP and Implementation in the Classroom	39	36	3	0
3. MISTOL and Supplementary Linguistics	41	33	8	0
4. Child Care Centers	43	29	14	0
5. Creciendo Con Juegos	44	37	6	1
6. Bus Safety	76	65	10	1
7. Early Language Development and Peabody Testing	38	35	3	0
8. VISTA	35	32	3	0
9. Recruitment	73	56	15	2

Total Responses: 76

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Pre-Service Orientation - Friday, June 13, 1980

Table 11

Session	No. of Responses	Helpful 3	2	Not Helpful 1
1. CHOICE: Prevocational Skills Program	77	47	27	3
2. Creative Crafts: Make-It - Take-It	31	28	3	0
3. Reading Alternative: Direct Instruction Method	37	28	9	0
4. Reading Alternative: The Workshop Way	43	38	5	0
5. MSRTS - Tracking the Child's Mind	17	14	3	0
6. Key Phrases in Spanish	27	26	1	0
7. Dialect Differences	20	17	3	0
Total Responses 77				

Evaluation of Total Pre-Service Sessions

Table 12

	No. of Responses	High 5	4	3	2	low 1
1. Quality of Pre-Service	66	37	28		1	
2. What I learned at the Pre-Service will help me in meeting the need of the students in my class	65	38	22	5		
3. I contributed to the success of the Pre-Service	61	16	25	19	1	
Total Responses 66						

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Suggested Topics for Future Workshops

1. An athletic speaker from some P.E. department to talk about challenges in athletics and in the classroom, because it happens everyday, talking about striving, because athletics is much the same as education - you practice for a big game, you practice for a big test.
2. I would like to see more along the lines of implementation and activities. Actually setting up groups and organizing materials. I think John Yelding would be perfect for this kind of session.
3. More of an opportunity to know about Chicano culture and working with Chicano students. I would rather see a session conducted by Willie and his cohorts, than by most teachers because he is very straight forward and knows a great deal about "our" kids.
4. If there are new employees in the Health Field, they should be informed as to the problems that may occur or diseases they may come in contact with.
5. More discussion and interaction among grade levels. (I'd use this time to discuss problem areas or share ideas. I wanted to know more about language instruction, and not how but what)!
6. Possibly shorter review sessions for returning staff to avoid so much repetition.
7. More information in Workshop Way.
8. More workshops that deal with Self-Awareness.
9. More Language.
10. I think on the Dialect Difference, I would have included this with Oral Language presentations. Since this is so important in migrant ed- I think a ½ day should be devoted to all these approaches, differences, and programs.
11. Every year I think about training the aides in a different way. If an aide had a crash course in basic reading and math skills- they would be more useful in the classroom. I sometimes worry about the misinformation that they may be giving the kids when they are "helping" them.

The Peabody Picture Vocabulary Test

The Peabody Picture Vocabulary Test was administered to one hundred seventeen (117) youngsters during the first week of the program and again during the sixth week. Children tested ranged from ages three to seven. The test was used to measure receptive English. The children were tested individually which proved beneficial since most of them enjoyed the individual attention.

An impressive overall gain was evident considering the length of the program and the average daily attendance. Gains ranged from 2 months to 15 months, the average gain in receptive English language being 9 months in 26 days in attendance. (See Table 1)

Table 1

PEABODY PICTURE VOCABULARY TEST
AVERAGE ENGLISH LANGUAGE RECEPTIVE AGE AND AVERAGE GAIN IN MONTHS

SUMMER 1980

I Chronological Age	II No. of Students	III Average Attendance	IV Average Language Receptive Age in Years and Months		V Average Gain in Months
			Pre	Post	
3	10	25	1-1	2-4	15
4	16	26	2-4	2-8	4
5	33	27	2-8	3-0	2
6	36	25	3-8	4-9	13
7	22	25	3-8	4-11	15
TOTAL/ AVERAGE	117	26			9

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Great gains were expected because of the emphasis on oral language and vocabulary development in all phases of the summer curriculum. The greatest gains were made by the three and seven year olds who gained an average of fifteen months. The lowest average gain in English language reception was 4 months for the four year olds. All students, based upon their respective average daily attendance, far exceeded normal expectations. In spite of the fact that the age groups made outstanding gains, it is to be noted that the children are considerably below normal in their understanding of English as measured by this instrument. This can be understood when one considers that the population tested has had little exposure to the English language. This fact provides additional rationale for the tremendous growth in receptive English demonstrated by the students.

Preschool Checklist

The National Migrant Preschool Checklist was used with children ages 2-5 to 7-4. Children were assessed individually through teacher observation in the basic areas of affective, cognitive, and psychomotor development. These three areas were further divided into gross and fine psychomotor skills, oral language, visual, and auditory cognitive skills, and personal/interactional affective skills. The checklist consisted of 152 items or behaviors in these six categories. For the most part, the given behaviors were presented in developmental sequences.

Daily activities were provided by the teachers to informally assess individual student competencies or entry skills and to identify specific areas of need for each child. Experiences were then provided to meet these defined areas of need. As each task was completed (as determined by teacher observation), another task was assigned with the corresponding experiences being provided. Teachers were not expected to assess each child on every item, rather teachers' discretion was used to assign given task to individual children.

The results of the observed behaviors recorded on the checklist are presented in Table 7 and indicate that data was collected for 203 children ages 2-5 to 7-4. The data was collected separately for the 5 different age groups within this range. The data indicate that the average number of skills mastered during the program ranged from eleven by the four year olds to 23 by the six year olds. The group as a whole averaged 16 objectives accomplished within an average of twenty-one days in attendance. Furthermore, the data suggest that the checklist was developmental in that the increase in competencies of entry level skills related positively to age. Another observation of the table reveal that on the average, in each age group, at

Gates MacGinitie Reading Test

In an effort to assess and evaluate student development in the areas of vocabulary and comprehension, the Gates MacGinitie Reading Test was selected to be administered in small groups to all students, excluding kindergarten and preschool. Suitable levels of the tests were administered to children during the first week of the program and again at the end of the program.

The tests are timed and the items are designed to establish the decoding and vocabulary sophistication of the child as well as the level of comprehension at which the child is reading. The test data gives results in grade level scores which correlate with the total battery standardized achievement test.

The Gates MacGinitie group reading tests were given to 228 children ages seven to fifteen. Appropriate levels of the vocabulary and comprehension components of the test were given as a pre assessment during the first week of the program and as a post test during the 6th week of the program to determine growth (See Table 2). The average gains ranged from two months to twelve months in vocabulary and from one month to fourteen months in comprehension (See Table 2). The greatest average gain (12 months) in vocabulary was attained by the 12 year old children; the greatest gain of 14 months in comprehension was attained by the 15 year old group.

The least average gain in vocabulary (2 months) and comprehension (1 month) was made by the seven and nine year old group.

In some cases, the post test data indicated that children had losses exceeding one year or more. These children were retested. Some post test scores were unusually high and were omitted from the data on table 2.

Table 2

GATES MACGINITIE READING TEST
AVERAGE GAIN BY AGE GROUP

SUMMER 1980

I	II	III	IV		V	VI		VII
Chronological Age	No. of Students	Average Attendance in Days	Vocabulary Average Grade Level		Vocabulary Average Gains in Months	Comprehension Average Grade Level		Comprehension Average Gain in Months
			Pre	Post		Pre	Post	
7	24	28	1.2	1.4	2	1.2	1.3	1
8	48	29	1.3	1.6	3	1.4	1.6	2
9	39	29	2.2	2.4	2	2.1	2.2	1
10	44	29	3.0	3.5	5	2.9	3.2	3
11	33	27	3.1	3.5	4	2.7	3.3	6
12	22	28	4.9	5.6	7	5.1	5.6	5
13	10	26	4.4	5.1	7	4.5	5.1	6
14	5	25	4.1	5.3	12	4.1	5.4	13
15	3	17	3.8	4.2	4	5.6	7.0	14
TOTAL/ AVERAGE	228	28			4			3

National Reading Skills List

Reading objectives based on the National Migrant Education Program's Reading Skills list were developed by the Michigan Migrant Reading Committee under the auspices of the State Department of Education, Migrant Division. Core objectives from each area (Decoding, Comprehension, Study Skills) were selected for each grade level and appropriate test items were developed. This procedure facilitated the assessment of student competencies and the identification of areas of need for each child on the first day of entry into the program.

The data obtained from the assignment, teaching and the determination of mastery of these objectives are contained in table 3. This table shows the number of children by age group, the average daily attendance, the average number of objectives assigned, mastered and those not mastered.

Five hundred fifty-eight (558) students ages 3 through 15 were assigned reading objectives. These results are presented in table 3 and indicate that an approximate average of 6 skills were assigned for each child in the respective age groups. About 3.4 skills were mastered by the groups during an average of 21 days in attendance. The greatest number of skills were mastered by 75 nine year olds (4.0). The fifteen year old group registered the least growth with an average of 1.4 skills accomplished.

In spite of the short duration of the summer program and the varied number of days in attendance (from 1 to 36 days) by the children, approximately fifty-six percent of the objectives assigned were mastered. Mastery of the remaining forty-four percent of the objectives was either not determined or not mastered. This would seem to indicate that children left the program before mastery was determined or before sufficient instruction was given to insure the successful acquisition of the particular skills.

Moreover, the decrease in the number of skills accomplished by the older children (ages 12 to 15) may be a by-product of the decrease in average daily attendance as well as the level of difficulty of the specific skills assigned to these students.

Table 3

NATIONAL READING SKILLS LIST

SUMMER 1980

Age	No. of Students	Average Attend.	Avg. No. Skills Assigned	Average Skills Accomplished	Average No. Skills Unsatisfactorily Completed	Avg. No. Skills Achievement not determined
3	6	24	3.0	2.7	0	.3
4	11	19	4.5	3.1	0	1.4
6	90	20	6.8	3.4	1.5	1.9
7	85	20	7.2	3.4	.6	3.2
8	87	23	6.1	3.0	1.5	1.6
9	75	21	6.9	4.0	1.0	1.9
10	67	25	6.1	3.2	.5	2.4
11	60	18	5.5	3.3	.4	1.8
12	39	17	4.4	2.3	.5	1.6
13	20	22	4.1	1.7	.5	1.9
14	13	14	3.2	1.5	.2	1.5
15	5	12	3.4	1.4	.0	2.0
TOTAL/ AVERAGE	558	21	6.1	3.4	.9	2.0

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Since this was a relatively new reading program and method of teaching, teachers experienced some difficulty in determining appropriate objectives for individual children and in the grouping of children for effective teaching. Difficulty was also experienced by teachers because of the large numbers of children, the varying levels of instruction necessary, large numbers of Spanish monolingual children and bilingual children with limited knowledge of English, and the reduction of the number of instructional aides in the classroom.

The end results, as shown in table 3, indicate that in spite of these obstacles, there was considerable success by children in accomplishing appropriate reading objectives.

Generally, the data seem to indicate that the reading instruction was adequate.

Individualized Computational Skills Program

The Individualized Computational Skills Test was administered to two hundred thirty-one (231) children (See Table 4).

Table 4

INDIVIDUALIZED COMPUTATIONAL SKILLS TEST
AVERAGE GAIN BY AGE GROUP

SUMMER 1980

I Chrono-logical Age	II No. of Students	III Average Attendance in days	IV Average Grade Level Pre Test	Post Test*	V Average Gain in Months
6	1	15	1.0	1.1	1
7	30	28	1.2	1.5	3
8	45	30	1.9	2.4	5
9	48	22	3.7	3.9	2
10	38	33	4.2	4.8	6
11	38	27	3.7	4.1	4
12	21	29	4.1	4.5	4
13	7	29	7.6	9.1	17**
14	3	21	7.5	7.8	3
TOTAL/ AVERAGE	231	26			5

* A few children were retested when the post test scores were very low, indicating losses of one year or more. Data were omitted from the table if scores on the post test were unreasonably higher, assuming that the pretest scores in such cases were probably invalid.

** This group of thirteen year old children were unusually bright, hard working and competitive. They seemed determined to master as many math skills as possible.

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The average gain in math ranged from one month in the 6 year old age group to 17 months in the 13 year old age group. The average gain was five months per child, which was not unusual, since the program was geared to individual needs based on pretesting.

The average gains in math are very encouraging. For the past three summers the gains in math have been quite high probably due to the successful use of the ICSP math program which was initiated in the summer of 1979. The program designed to help students who are weak in computational skills proved effective as is evidenced by the average math gains in Table 4. The program is highly individualized allowing teachers to readily identify the skills in which the student is deficient. Teaching, modeling and drill and practice sheets on that particular skill are available for teaching and reinforcing of the identified skill.

Considering the fact that this was the third year of the ICSP math program, the results indicate a significant improvement over prior years. Indeed, the data reveals a consistant pattern of growth for each of the respective age groups. The overall average gain of 5 months suggest that the math instructional program was highly beneficial.

Objectives Based on the National Migrant Education Program, Math Skills

Children were pretested in math computation with a test instrument developed by the state math referent group and appropriate objectives keyed to the National Math Skills List for Migrant Education were assigned. As objectives were mastered, new objectives were assigned.

Table 5

NATIONAL MATH SKILLS LIST

SUMMER 1980

Age	No. of Students	Average Attend.	Avg. No. Skills Assigned	Average Skills Accomplished	Average No. Skills Unsatisfactorily Completed	Avg. No. Skills Achievement not determined
4	8	22	3.6	2.8	0	.9
5	15	21	8.8	5.4	1.7	1.7
6	90	21	7.2	4.8	1.0	1.4
7	88	20	4.5	2.2	.6	1.7
8	75	21	6.6	3.2	1.7	1.7
9	81	22	5.5	3.4	.6	1.5
10	77	18	5.8	3.4	.5	1.9
11	73	18	6.1	3.9	.6	1.6
12	37	17	6.1	4.0	.5	1.6
13	20	14	5.9	3.9	.3	1.7
14	12	16	4.7	3.2	.2	1.3
15	3	17	7.3	5.3	.0	2.0
TOTAL/ AVERAGE	579	20	6	4	.6	1.3

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least one skill in each of the six areas of development was recorded. This would further seem to suggest that the children were provided a well balanced curriculum during the summer program and that almost one skill was mastered by each child for each day of attendance in the program.

Preschool Checklist
Average Number of Objectives Mastered
Summer 1980

Table 7

Age	No. of Students	Att.	Psychomotor Gross	Psychomotor Fine	Cognitive Oral	Cognitive Visual	Cognitive Auditory	Affective Personal	TOTAL
3	31	21	2	3	2	3	1	4	15
4	41	22	2	2	1	2	1	3	11
5	81	20	2	2	2	6	1	4	17
6	34	21	1	3	4	8	2	5	23
7	16	23	1	2	2	5	1	1	12
Total/ Average	203	21	2	2	2	5	1	4	16

Table 5 shows the average number of math objectives assigned and the average number of objectives mastered by each age group. In addition, the table presents the average number of objectives which were unsatisfactorily achieved or not determined for each age group. A total of five hundred seventy nine (579) children ranging in age from four to fifteen were assigned math objectives.

An average daily attendance of 20 days was recorded for the groups and the children were assigned approximately six objectives. The average number of objectives mastered ranged from 2.2 for the 88 children in the seven year old group to 5.4 for 15 students in the 5 five year old group. Furthermore, the average number of math objectives which were unsatisfactorily completed for each of the respective age groups was less than one. These results seem to further substantiate that the math component of the summer program provided excellent experiences and activities to meet the individual needs of the children.

Comparison of the State and Local Math Assessment Program

It was felt that the pretest for math developed by the referent group was too limited, leaving too many gaps to be filled by further testing. Some teachers used other criteria for assigning additional objectives with very good results. Other teachers used only the criteria in the state sponsored tests with minimal results.

The average number of skills accomplished remained substantially the same as last year but the children who were exposed to a wider range of math experiences made greater gains. Table 6 shows the results.

Table 6

COMPARISON OF STATE AND VBISD MATH ASSESSMENT PROGRAM

	No. of Students	Average No. objectives assigned	Average No. objectives accomplished	Average No. objectives not accomplished
State Test	429	4.7	2.4	2.3
VBISD Test	188	7.6	5.3	2.4

Four hundred twenty-nine children were tested only by the state referent test. They were assigned an average of 4.7 objectives, accomplished an average of 2.4 objectives, while the one hundred eighty-eight children who were tested by the VBISD test were assigned an average of 7.6 objectives and accomplished an average of 5.3 objectives which was an average of 2.9 more objectives achieved. The number of objectives assigned but not achieved were about the same for the two groups.

It is recommended that math objectives be assigned according to need assessment techniques used in former years.

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Children Having Opportunities in Career Exploration

CHOICE (Children Having Opportunities in Career Exploration) is a program designed to provide students with an exposure to a variety of career options through "hands on" activities. The program affords students ten years and older in the Lawrence and Bangor center with an opportunity to participate in prevocational experiences, get exposed to varying life roles (occupational, leisure, family and citizenship) and participate in activities which help them develop their decision making process. Though the program provides prevocational experiences, the major role is the development of language skills, reading and math.

The 1980 summer prevocational program offered the participating students new options within the existing curriculum units. In Agribusiness the new modules included Food Processing and Environmental Resources. A new program, Commercial Art, was also developed and implemented. The new program and the new modules provided students who had participated in Project CHOICE in previous summers with new and different activities thus, helping them expand their knowledge.

The program offered were: Agribusiness, Power Mechanics, Building Trades and Commercial Art. Students spent fifteen hours in each program chosen. Ten hours were spent in experiential learning, the remaining five hours were spent on related field investigations or in having role models come into the classroom.

Each curriculum unit is divided into modules. Each module represents the objectives for a day, so that a child who attends a day of school is exposed to a complete learning experience.

Each child was pretested at the beginning of the day to determine concepts which he had before being exposed to the learning situation.

Evaluation was continuous, and at the end of the day, the objectives accomplished were noted as well as the objectives not completed. This assures that the teaching is prescriptive and individualized.

Data gleaned from these experiences are contained in the tables that follow.

They include the modules and numbers of objectives in each curriculum unit, the number of students who participate in each module and an average of objectives assigned, completed and not completed. The tables also reflect the average number of entry skills - these are skills that the students knew before study in this particular module.

AGRIBUSINESS AND NATURAL RESOURCES

The students particiapting in Agribusiness experienced two new modules, Food Processing and Environmental Resources. The data shows that the students were familiar with many of the skills presented. There were gains in all modules, the largest gain being in Food Processing. The module with the greatest number of skills not completed was the agricultural machinery.

Table 1

Agribusiness And Natural Resources
Student Achievement of Performance Objectives

Module	No. of Children	No. of Objectives	Average No. of Entry Skills	Average No. of Objectives Accomplished	Average No. of Objectives not Completed
Forestry	47	12	7	4	1
Food Processing	40	14	7	6	1
Agricultural Machinery	62	14	6	4	4
Environmental Resources	36	12	7	4	1

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BUILDING TRADES

Students in the Building Trades program seem to have had some background experience, especially in carpentry and electrical trades. The number of objectives accomplished in all of the modules shows that there was good experiential growth (see Table 4). The number of objectives in 3 of the modules not completed is minimal (an avarage of 2 not completed objectives) and in the fourth module, electrical trades, all the objectives were satisfactorily completed. This indicates that the students experienced success in most of their lessons.

Table 4

Building Trades

Module	No. of Children	No. of Objectives	Average No. of Entry Skills	Average No. of Objectives Accomplished	Average No. of Objectives Not Completed
Plumbing	64	30	17	11	2
Masonry	38	34	16	15	3
Carpentry	70	35	21	13	1
Electrical Trades	75	32	21	11	0

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POWER MECHANICS

Students in the Power Mechanics program appear to have had considerable experience, especially in Tools and Large Engines. The gains in each module was not dramatic. It is possible that the additional experiences offered were more technical and thus more difficult to assimilate. Gains were made in every case, however, the greatest gain being in the Small Engines component.

Table 2

Power Mechanics

Module	No. of Children	No. of Objectives	Average No. of Entry Skills	Average No. of Objectives Accomplished	Average No. of Objectives Not Completed
Tools	61	34	23	7	4
Small Engines	32	30	13	11	6
Large Engines	49	34	23	10	21

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Summary Description

The 1980 Summer Migrant Program was a success, due in part, to the fine organization and administration of the program. The organization, structure, and curriculum of the Summer Migrant Program in Van Buren County was designed to obtain from all teachers and paraprofessionals maximum use of their training. Major emphasis continued to be individualized programs for all the children. The continued addition of trained resource personnel and evaluation specialists again proved to be an asset to this year's program by providing a variety of resources for each teacher.

The activities were planned to enhance the child's self-concept. Positive reinforcement was the order of the day and the teachers and aides were encouraged to praise the children for a job well done. The children were encouraged to participate in various activities and sports. Field trips based on the children's interest and level of comprehension were provided.

Oral and written communication was emphasized. Stories, films, puppets and pantomimes provided excellent situations in which children expressed feelings and creative imagination. For those children who could not understand English, the bilingual teachers and aides provided instruction in Spanish as well as English.

Reading and Math readiness as well as Reading and Math skills were stressed. Student already competent in these areas were exposed to program materials which allowed them to progress at their own rate. This enabled the slow learner to work comfortably without feeling pressured and provided the accelerated student with a challenging program. The small group reading sessions provided the children with concept teaching, individual attention, fun activities, and the reinforcement and enrichment of concepts.

Good health habits were emphasized. The children were served a nourishing breakfast, lunch and mid-afternoon snack. In many classrooms, the children prepared their own snack which added to their enthusiasm for school. They brushed their teeth and studied nutritional needs at their level of comprehension and were encouraged to develop habits of cleanliness. Children were provided with medical care when needed. A preventive dental program was provided for all children and appropriate referrals made when necessary. In addition, full-time nursing services were available in each center.

Project NOMAD, again, offered a program in Career Awareness and Exploration for students ages ten years and older. The career exploration program consists of pre-vocational activities in Building Trades, Small Engine Repair, Agricultural Sciences, and Commercial Art. New to the 1980 prevocational program was Commercial Art and the modules, Food Processing and Environmental Resources, in Agriculture Science. Each student participated in three programs of their choice during the summer.

All children were encouraged to take pride in their cultural heritage. Mexican Foods were served regularly. A "Tardeada" and the Fiestas were held at each local center at which time the traditional customs, the breaking of a pinata and Mexican Folk Dances, as well as square dancing and gymnastics, were enjoyed. In addition the Van Buren Folk Dancers performed beautifully for entertainment of parents and children.

In conclusion, the data complied by the PERT Team, the evaluation by the personnel and general observations of the program indicated a successful summer program.

Recommendations

A. General

1. That great care continue to be exercised in hiring teachers and aides who are, by nature and experience, able to work with the age group to which they are assigned.

2. That bilingual teachers qualified in early education be hired for nursery and Pre-K classrooms.

3. Resource people and directors, with the help of teachers, select and develop materials prior to the summer program so that they can be available when school starts.

4. That there be a schedule of meeting dates set for resource personnel to meet and share materials and methods.

5. That there be at least two workshops scheduled for teachers by the Resource Personnel.

6. That materials continue to be developed and coded to National Reading and Math Skills and organized in the Resource Room so that teachers may more easily and quickly select what they need for specific objectives.

7. That directors meet with aides three times during the instructional program.

8. That teachers continue to be responsible for the discipling of children.

9. Consider sending more children to Bangor.

B. Recruitment

1. Continue to validate the migrant status of all children.

2. Continue to follow-up of attendance referrals regarding absence and/or families leaving the area.

C. Pre and Inservice Training

1. A portion of the local Pre-service should be devoted to cultural awareness.

2. The following areas should continue to be stressed:
   a. Curriculum appropriate to developmental level.
   b. Goals and objectives in the classroom.
   C. Cultural awareness.
   d. Social development.
   e. Oral Language development.
   f. Improving the self image of students.

   g. Classroom management.
   h. The importance of and the role of evaluation to a program of this nature.
   i. More effective utilization of and the role of evaluation to a program of this nature.
   j. An introduction to the services available from the Program Evaluation and Resource Team.
   l. Individualization of academic instruction.
   m. Test administration and recording.

3. That copies of this evaluation be distributed to teachers and discussed in preservice meetings.

4. Provide a session on awareness of materials and on how to use the Resource Room.

5. Provide a session on the responsibilities of adults disciplining children.

D. Curriculum

1. That the following materials be continued:

   a. Houghton Mifflin Individualized Computational Skills Program
   b. MISTOL
   c. Language experience in reading
   d. Science-Oral Language
   e. VISTA
   f. Literature Kits from Open Court Publishing Company

2. Reading

   a. That Behavioral Research Laboratories Reading be used as a supplement.
   b. That continued study be made in coordinating reading with CSL objectives.
   c. That activities be developed to implement the CSL objectives.
   d. That more books be provided in the classroom to develop fluency in reading.

3. Math

   a. That the ICSP Math Program continue to be implemented in summer 1981 and that BRL Math be used as a supplement.
   b. That extra games and puzzles continue to be developed to reinforce math skills.

4. That equipment continue to be purchased for the pre-school and kindergarten rooms:

   a. Ride-on-toys
   b. Tricycles

5. That oral language lessons in the lower elementary continue to be presented in both English and Spanish.

6. That the Career Awareness and Exploration program be continued.

E. Assessment

1. That the PERT Team meet with local directors to help coordinate the testing program and the curriculum recommendations.

2. That the PERT Team activities continue to be closely coordinated so that practices are uniform for all programs.

3. That the PERT Team have at least three (3) bilingual aides.

4. That evaluation aides be people who will probably continue in the program several years or have special strengths in areas needed for the position.

5. That evaluation aides be hired at least one week before the program starts.

6. That if possible new evaluation aides should be paired with experienced evaluation aides.

7. That the testing team be continued in Bangor and Lawrence and that a testing team be formed in Wayland.

PERT TEAM

1. That the PERT Team members continue to meet throughout the school year to evaluate, recommend, and plan for the 1981 Summer Migrant Program with emphasis on the following areas:

Sept. - A. Coordinate the different components of the curriculum.

Oct. - B. Establish basic structure and daily routine.
(Use of time effectively)

Nov. - C. Evaluate present testing insturments.

Dec. - D. Utilize fully the data obtained from testing instruments and pre-tests.

Jan. - E. Affective Domains - Attitudes, Self-Concepts, etc.

Feb. - F. Establish "Model"
1. Grouping
2. Utilization of instructional aides.
3. (Daily lesson plans)

Mar. - G. Review Reading Component and consider supplementary materials.

Mr. **Kildee**. Thank you very much, Joe. The material you have supplied the committee will without objection be included in the official record of this hearing. From your perspective as executive director of the Michigan Committee on Spanish-Speaking Affairs, have the current or proposed cuts in title I, vocational education and school lunch, had a particularly hard effect on Michigan's Spanish-speaking community?

Mr. **Benavidez**. Very much so. The bilingual office had been reduced from a staff of 8 down to 1.5, which is one-half persons. One of the things that this evaluation reports is that for the first time we have some documented evidence that students are excelling almost one grade level above normal in reading and in math skills, and the money in bilingual education is being proposed to be cut off.

So yes, we are being hit by a double whammy. The State on the one hand does not have the resources of the money to put into the program and, on the other hand, we have the Federal cuts that are equally important being proposed to be cut.

Mr. **Kildee**. Assuming for the sake of argument that the President's programs are enacted by Congress this year, from 1981, the last year of the previous administration until 1983, the coming fiscal year, there will have been a 40-percent cut in bilingual education. How will that affect the delivery of bilingual education services in the State?

Mr. **Benavidez**. It would be a kiss of death, to put it mildly. We have no where to turn to. That is why I say we have to reinstate what moneys we had back there in 1978 to be restored. We don't have any where to turn other than Japan.

Now, if that is what Congress wants, we want the whole world to know they can't take care of their own backyard. We should be cognizant of the fact that the Federal budget has been increased except that the priorities have been going into an agency that likes a lot of waste, but they have very strong ties to the President.

Bilingual education really has been controlled and minimized in the area of waste. I could just answer your question that it would be a kiss of death to the students that need it the most.

Mr. **Kildee**. There have been both fiscal and philosophical attacks on bilingual education as you are aware.

Mr. **Benavidez**. Right.

Mr. **Kildee**. That certainly has been the case in Washington. Do you also find that fiscal and philosophical attack in Lansing on bilingual education?

Mr. **Benavidez**. No, sir.

Mr. **Kildee**. Do you find the fiscal cuts?

Mr. **Benavidez**. There are cuts all over.

Mr. **Kildee**. You feel there is still a philosophical commitment to bilingual education in Lansing?

Mr. **Benavidez**. Very much so. The reason that things have surfaced in Washington the way they have is because they never did a thorough, comprehensive evaluation as has been done by this State, and anywhere that you have the commitment as you have in Michigan to bilingual education, you are going to have and obtain the same results.

When you scrape the surface you are just going to be able to get so much, but when you really dig and cultivate and take care of something and nurture it, is it going to flourish like you have never seen. The reports in Washington have never been like this evaluation that you have in my testimony.

Mr. **Kildee.** Thank you very much.

Mr. Petri.

Mr. **Petri.** Just maybe one or two brief questions.

There has been much talk and debate about the President's proposals in what is called block granting, of taking a series of programs and returning them to the States along with the discretion to determine how funds should be spent in a particular area. Would you think that in your case in Michigan it would be beneficial if bilingual education funds were to be included in an education block grant? Or would that be harmful, and do you have any particular views about how it would actually affect you here in Michigan?

Mr. **Benavidez.** Let's digress back a minute. When we started talking about block grants, we had an up-front cut of 25 percent, so regardless of how we work that, when it gets down to the final dissemination, we have less money to disseminate. I told you that we are down to 1½ persons in the bilingual office pretaining to bilingual education.

So the money is lumped into a Department already working at half capacity, and there is no way that the money is going to the job that is needed, whether it be directly or via the block grants.

You know, we have less control in the block grants than you do when it is assigned to a given area. The migrant money definitely has to remain in migrant, because when you lump that into a block grant, a lot of the people don't know what the migrant needs are, as Congressman Kildee can explain to you. You have the same thing in Wisconsin.

Mr. **Petri.** There have been arguments in the States on the floor of the Federal Congress, about bilingual education and how it should be organized and what its objective should be. I wonder if you could tell me how it actually works for a student. Is there such a thing as a typical student participating in bilingual education, and what is the goal of the bilingaul education program is here in Michigan?

Mr. **Benavidez.** Public Act 294 is supposed to serve as a transitional process which is supposed to give the student the aid which he or she needs to operate in a regular school setting, and whatever areas of deficiency he or she has, and that is basically all the law provides. In Flint, where we have the magnet program, each one of the students in our school district that wants to learn the second language has that opportunity, and we have a black, an Anglo and white kids, Hispanic and others all working for the same thing. And it seems like when we are finding areas that where we can go to find resources, and where the second most used language in the world is Spanish, and we have Mexico and South America in need of expansion and industrialization, that here is a perfect solution and we are receiving a kiss of death from Congress. It is really not right for the President, who is not a President in my opinion—it is a professional actor, he is not a Harry Truman, we have a professional actor carrying out the role of a President, and that is one of our biggest problems.

I would just like to add that in Michigan for the first time in history, we have 55 school districts operating in the red, and the same thing—if the same trends continue now, there will be probably twice that many operating in the red and we can't continue to operate like this.

Mr. **Petri.** Do you have any feeling in Flint as to how many kids there are who cannot speak English or for whom the normal family language is Spanish or some language other than English?

Mr. **Benavidez.** I don't have those figures before me, but I could probably provide that for you. The only thing is that the program we had, it has been so gravitating that for the first time in history of the Flint schools, we have had 100 parents that have registered for adult and vocational educational programs that have just registered within the last 6 months, and that just goes to show you what an impact bilingual education and community education has on the Spanish parents.

Mr. **Petri.** You have a lot of people from various cultural backgrounds who participate in the bilingual programs?

Mr. **Benavidez.** We have Vietnamese as well.

Mr. **Petri.** Not just those from Latin America.

Mr. **Benavidez.** Chaldean and an Arab and others.

Mr. **Petri.** The people from Kentucky may participate in the bilingual program to learn Spanish, is that right?

Mr. **Benavidez.** Yes.

Mr. **Kildee.** Thank you very much, Mr. Benavidez, for your testimony.

In addition to the scheduled witnesses, one other person has registered an interest in testifying. We will ask her to come forward and give her 5 minutes, with the understanding that she may expand her testimony later with a written submission to the record.

STATEMENT OF VIRA L. BIRCH

Mrs. **Birch.** Congressman Dale Kildee and others, I will limit my time and I want to thank you right now for letting me have time to say this, and I will cut down as much as possible. In addition to what all others have said, let me say all day and all night we hear about the cuts and we hear about the results of such cuts. Also, when applying for services needed and for employment, 99 percent out of 100 percent, people are given excuses for such cuts and not jobs or services. And people's needs are getting larger and emotions and frustrations are being increased.

Let me go back to introducing myself. At one time I would have had sympathy for such things, but at this point I have empathy, because I am a victim of such circumstances, and this is why I know these things are true, and they seriously need a solution.

Another excuse for not having a job nowadays is that the educational institutions, training programs and so forth, don't prepare most of the students for the gap between educational training and the employment market don't meet the attention.

We are saying that gap doesn't meet. Why is it that this gap is there? And also automation is replacing manpower. What is happening to cause this gap? Now, this is one thing that I am a victim of, yet many well-trained people have little or no preferences to a job of his or her training in his or her field in comparison to the person with little or no training to noncertified people and people with no experience.

What I am saying, the well-trained person goes without a job and the least trained person gets such job and the person who is a regular worker already, probably making $15,000 or more yearly, has preference to a well-trained person who has experience in getting a job.

Now, my question comes, how can the State expect to stop the cuts, help people's needs, with a continuous teardown of the input of the most able persons to help. And I would like—and I will be in contact with you—to know as to how we as consumers can continue, give you this information that these problems could be solved.

Mr. KILDEE. Thank you very much.

Mrs. BIRCH. Should I wait a minute?

Chairman PERKINS. That's all right. You have given us excellent testimony and we thank you.

Mr. KILDEE. Thank you very much.

Chairman PERKINS. Let me state that this concludes the testimony. The record will remain open for any of you or any of your friends that want to make a statement concerning nutrition, breakfast programs, school lunch programs, title I of ESEA or the vocational education programs, anything of that nature. You can send it to Congressman Kildee and he will put it in the record before it is printed. The record will remain open for the next 3 weeks.

I want to conclude by stating that to my way of thinking, this has been one of the most impressive hearings that we have witnessed in the six or seven States we have visited. I think a lot of good will come out of this hearing.

I don't want this to be my last time, Dale, to come back here with you. I want us to come back here again a couple of years from now. Maybe we can hold one day's hearings in Detroit and another day's hearings in Flint and rebuild education where we have started to tear it down. I personally think we will rebuild it. I think we will be able to hold the line on further cuts in Washington, at least I hope so. With the help of your own Congressman and a lot of stalwarts up there, and with Mr. Petri working hand in glove with us, we are hoping to rebuild your educational programs and not let them be torn down any further.

I wish all of you well and hope you will come to Washington to see us. I certainly intend to come back to Flint, Mich., and visit with Dale Kildee in the future.

In conclusion, let me say that I have enjoyed it and I feel we have done a lot of good for all of our teachers and for all of the children in the country.

Thank you.

[Whereupon, at 3:50 p.m., the subcommittee was adjourned.]

[Material submitted for inclusion in the record follows:]

FLINT, MICH., *April 30, 1982.*

Congressman DALE E. KILDEE,
Cannon House Office Building, Washington, D.C.
(Attention of Gary Timmons)

DEAR GENTLEMEN: I am writing a statement concerning the hearings that were held here last Saturday, April 24, 1982 in regards to government funds for education.

Please do not cut the funds for education. We are really hurting in Genesee County and we deserve special consideration.

Any city that provides general prosperity for a nation during good times deserves a chance to recover.

We need funds for education programs. We need funds for the lunch program. We need funds for the re-training of teachers, auto workers and other workers. These re-training funds should be given, without having to give up any small assets one may have accumulated.

I personally know of instances, where people have raised and educated families, have gone back to school twice, and now find themselves in need of funds to re-train a third time. It is important to note that many of these people have done this without any federal assistance.

These individuals are to be commended. Now many of them face financial setbacks too great to be borne without some help from the federal government.

If we are to encourage the manufacture of robotics, we need a trained work force, that can read and think. You can't teach people to read and think in over-crowded rooms and on hungry stomachs.

We need these persons now and in the future.

We just must have some special aid and consideration. Our state sends far more tax dollars to Washington than it gets back.

We will also need more community leaders and entrepreneurs in the future. We can't continue to allow a brain drain from our area.

The cities of Flint and Detroit, and the state of Michigan need a Marshall Plan, similar to the one that helped to rebuild many European cities after World War II.

Please don't allow our pleas for aid to go unanswered.

Many thanks for reading my letter.

Most Sincerely,

MS. CONNIE TOLBERT,
MRS. HELENE STREICH,
MR. and MRS. GILBERT ROBERTSON,
MRS. MATTIE MACK,
MRS. FREDDIE STEWART,
Private citizens.

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